APRIL 1964

# EMPLOYMENT SERVICE REVIEW

*In this issue*

**Older Disabled Workers • Convention Placement • Professional Service for Technicians • New DOT • ES Role in Manpower Training • Meatpacking •**

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EMPLOYMENT SERVICE REVIEW

APRIL 1964
Vol. 1 No. 4

U.S. DEPARTMENT OF LABOR
W. Willard Wirtz, Secretary
MANPOWER ADMINISTRATION
BUREAU OF EMPLOYMENT SECURITY
U.S. EMPLOYMENT SERVICE

# EMPLOYMENT SERVICE REVIEW

A MONTHLY JOURNAL OF
FEDERAL-STATE EMPLOYMENT SERVICE
PROGRAMS AND OPERATIONS

BUREAU OF EMPLOYMENT SECURITY
Robert C. Goodwin, Administrator
U.S. EMPLOYMENT SERVICE
LOUIS LEVINE, DIRECTOR

# A PROCLAMATION

## *By the President of the United States of America*

WHEREAS the number of Americans aged sixty-five and over comprise a segment of our population which is growing at an accelerating rate as the miracles of modern medicine contribute to increased life expectancy; and

WHEREAS, since not everyone is blessed with the gift of long life, those who are so endowed should occupy a place of special honor among us; and

WHEREAS our country, although more blessed with abundance than any other, cannot afford to be wasteful of its resources if it is to achieve its fullest potential; and

WHEREAS the Federal Government is deeply and constantly concerned with the well-being of all its citizens; and

WHEREAS this Nation can and should offer leadership and assistance to the States, municipalities, and voluntary organizations in their efforts to extend special recognition to and make continuing maximum use of the skills of our senior citizens:

NOW, THEREFORE, I, LYNDON B. JOHNSON, President of the United States of America, do hereby designate the month of May 1964 as *Senior Citizens Month*, and I urge all public and private organizations and all citizens to make the theme of this special month—Opportunities for Older Americans—become a living reality. Let us repay our older Americans for their sustained creative participation in our national and community life by providing them with a wide range of meaningful opportunities. Let us take all necessary steps to see that they have a real chance to enjoy health, love, and a life of dignity. Let us find ways to employ the skill and wisdom that so many of our older Americans possess and long to share. Let us make this month outstanding in our continuing effort to keep in the mainstream of our national life all those who have lived so long and contributed so generously.

I also invite the Governors of the States, the Governor of the Commonwealth of Puerto Rico, the Commissioners of the District of Columbia, and appropriate officials in other areas subject to the jurisdiction of the United States to join in the observance of Senior Citizens Month.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the Seal of the United States of America to be affixed.

*DONE at the City of Washington this twenty-sixth day of March in the year of our Lord nineteen hundred and sixty-four, and of the Independence of the United States of America the one hundred and eighty-eighth*

Lyndon B. Johnson

# Opening Jobs to Older Disabled Workers

**Louis Levine**
**Director**
**U.S. Employment Service**

As the Nation has become more keenly aware of the importance of human resource development and utilization, this concern is finding expression in new legislation and in the expansion of existing education, training, and employment assistance programs. Fortunately, for us who are concerned with the employment prospects for older disabled workers, this kind of development can serve us in good stead.

Only about 15 years ago was national program activity initiated to assist older workers, and now our concern has been extended to the problem of older disabled workers. The severity of this problem—encompassing the difficulties of both the older worker and the disabled worker—adds up to more than simply the sum of age and disability.

We are becoming increasingly aware that high employment levels and high productivity do not spell universal economic well-being. At the same time that we have opporunity and rewards for the majority of our people, substantial portions of our population and work force fail to share in the gains. We know that older disabled workers, comprising some 15 percent of jobseekers 45 to 54 years of age and about 21 percent of those 55 to 64 years of age, may fall in the latter category. It is well, therefore, that we should focus our attention on the problems confronting this disadvantaged group.

It may be in order to arrive at a common understanding of what we mean by the older disabled worker. Generally speaking, an older worker is one who is 45 years of age or older and is experiencing difficulty in getting or keeping a job because of his age or because of factors associated primarily with age. Also, we all know that a disability does not necessarily prevent a person from performing satisfactorily in his chosen occupation. We are concerned with those persons whose age and/or disability restrict their opportunities to get jobs they are capable of performing.

Fortunately, more favorable experience has been developing for this group. Each year since 1945 has shown a steady rise in the number of older disabled persons rehabilitated and employed as a result of State-Federal rehabilitation programs. Beginning with the 7,300 disabled persons 45 years of age and over who were rehabilitated in 1945, the number increased to over 30,800 in 1963, and additional increases are expected in 1964 and 1965. In the Employment Service, placements of older handicapped workers totaled 102,000 in 1962 and 106,000 in 1963.

### Dimensions and Characteristics of the "Problem"

Despite these accomplishments, the effects of our rapidly changing economy have a disproportionately severe impact on the older disabled worker. A plant shutdown, whether caused by automation, competition, relocation, or obsolescence, is often a disaster to the older disabled worker. Yesterday, when employed, he was considered a productive and valuable member of the work force. Today, when he is unemployed, he may be considered too old and not physically fit for new employment.

What are some of the dimensions and characteristics of the problems of older disabled workers? We know that the number of workers age 45 and over continues to increase and currently accounts for nearly two-fifths of the Nation's labor force. There were 28.5 million of these older workers in the labor force in 1963; 32.6 million are predicted by 1970.

Disablement among the older workers of this Nation presents a serious problem. More than 5 million persons 45 years of age and over are estimated to have disabilities lasting 3 months or longer. According to the Vocational Rehabilitation Administration, 1.5 million of this 5 million could benefit from rehabilitation services and ultimately return to work. Of the 1.5 million, about 90 percent are under 65 years of age.

Once an older worker becomes unemployed, he remains out of work longer than individuals in other age groups. The average length of unemployment in 1963 for the 45 to 64 age group was more than 20 weeks. This may be compared with men in the 25 to 44 age group whose average length of unemployment was about 16 weeks. Stated differently, two out of every five unemployed in the 45 to 64 age group had been looking for work for 15 weeks or longer, compared with more than half of those 65 and over, and a little over a fourth of those 25 to 44.

The older worker's employment problems are magnified by age discrimination in hiring. A recent U.S. Employment Service study for the President's Council on Aging indicated that of more than 25,000 job orders received in May 1963 in eight cities, almost half specified an upper age limit on referrals. According to a comprehensive study carried out in 1956–57, employment in the white collar occupations was most restricted by age limitations in the following order: clerical, sales, professional, and technical, and was least restricted in service and skilled occupations. Paradoxically, it is in the least physically demanding occupations that we find the most restrictive age specifications.

The reduction of age hiring barriers involves more than employers and unions. Hiring practices often reflect community attitudes and beliefs, such as "older workers can't learn" or "older workers are not as productive as younger workers." When the word "disabled" is added to "older worker," the stereotype becomes even more formidable. The severity and effects of age and disability bias in the labor market are not fully recognized. Seniority provisions, and the large numbers of employed older workers, tend to obscure the fact that once the older worker loses his job, he faces major obstacles in getting another.

### Changing Employer and Community Attitudes

The national and some State governments have taken a number of significant steps to improve the acceptance of older disabled workers and to point the way for community action. In addition to outlawing age discrimination in Federal employment, Executive Order No. 11141, recently issued by President Johnson, states that public policy is opposed to age discrimination by contractors and subcontractors engaged in the performance of Federal contracts. Last year, President Kennedy issued the first Federal proclamation designating May as Senior Citizen's Month; President Johnson has issued a similar proclamation this year. The President's Committee on Employment of the Handicapped has for many years worked with similar State and local committees to encourage selection of workers on the basis of ability, not disability.

Sixteen States and Puerto Rico have enacted laws to prevent age discrimination in employment. Most of these laws contain provisions for educational activities, and some include enforcement provisions. Many States hold Senior Citizens Months or Senior Citizens Weeks, with emphasis not only on employment needs of the older workers, but also on the housing, welfare, medical, and other needs of our senior citizens.

Once interest has been aroused at the community level, the first step to be taken and the key to action are identification and measurement of the problem. Much has already been done to gather data on the extent and duration of unemployment of the older worker, the occupations and industries in which age bias is most prevalent, etc.

But facts alone are not enough. What is needed is a stimulus—some machinery at the local level to initiate the actions which the known labor market facts suggest. This includes employers, unions, civic and service organizations, volunteer groups, and private as well as public agencies. Government's contribution is chiefly to stimulate these groups through objective labor market data and to provide those services which through education, training, and counseling and placement services will supplement community actions.

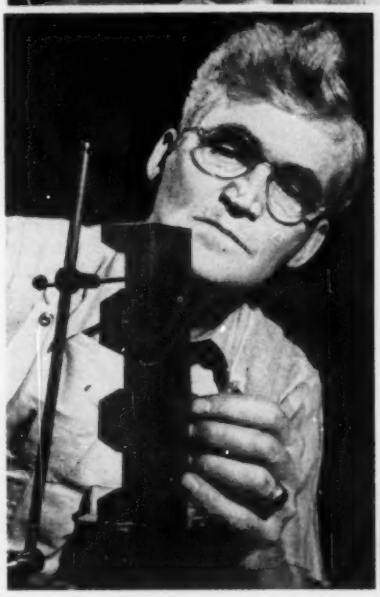
To change their attitudes toward older disabled workers, employers must become personally involved in a discussion and understanding of the problems of older disabled jobseekers and the actions which can be taken to overcome them. In an attempt to accomplish this, the U.S. Employment Service has prepared a LEADERS' GUIDE FOR CONDUCTING LOCAL INSTITUTES ON THE EMPLOYMENT OF 40+ WORKERS. The Guide is, in effect, a discussion outline and source of information regarding employment problems faced by older unemployed workers. It is intended for use with small groups of employers who are brought together to consider the problem. It may be adapted to sessions of varying lengths; it makes it possible for any community group to sponsor such discussions, and it provides the discussion leader with information, guidelines, and techniques for conducting an effective session. We hope that universities, employer and labor organizations, service clubs, or other community groups will utilize this instrument and plan for a continuing series of such discussions.

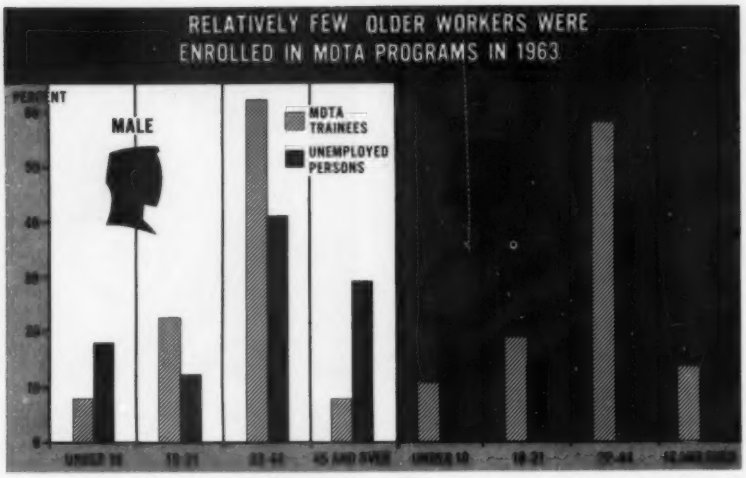
All successful techniques for removing prejudice in hiring stress the importance of considering each person as an individual, with his own unique profile of strengths, weaknesses, skills, knowledges, interests, and personal traits. In this respect, we are urging the application of accepted personnel practices. It becomes important that all persons who are involved in hiring decisions learn such personnel selection methods. This means the foreman or section boss, as well as the office manager and the employment interviewer in the personnel office.

### Changing Worker Attitudes

Many older disabled workers fail in their job-hunting efforts because of handicaps which they create through their own attitudes. Among these are fears of changing from the known occupation or industry to a new one; a defeatist attitude that precludes positive, constructive job search; a reluctance to take training, either through fear or failure or because of past unpleasant school experiences; or unrealistic assessment of abilities, either above or below actual level. These attitudes add to the duration of unemployment, and it is common knowledge that long-term unemployment is in itself a major liability in obtaining new employment.

These and other attitudes must be overcome if the older disabled job applicant is to make a maximum contribution to the total job-hunting effort. One approach that has brought very constructive results in numerous cities throughout the country is the organization of the "40+ Clubs." These capitalize on the fact that the accumulated experience, know-how, and maturity of the older worker can be utilized in the process of promoting job opportunities for his fellow members. The Employment Service has assisted in the formation of a number of such clubs, including "Ex-






*Source: Manpower Research and Training, U.S. Departmetn of Labor, March 1964*

perience Unlimited" and "Career Associates" in California and "Experience Diversified" in Minneapolis.

### The Role of the Employment Service

The Employment Service, along with other community agencies, can contribute to changing employer and community attitudes toward hiring older workers. Within a favorable community setting, the Employment Service can make a major contribution through the services it renders to both applicants and employers. The Employment Service has the machinery and the know-how to collect and use labor market and occupational information at local, State, and national levels. It has the capability to provide the needed employment interviewing and counseling. Services required by older disabled workers are of necessity highly personalized and therefore costly. Yet this type of investment is cheap in comparison with the social cost of maintaining unemployed, dependent persons. And no dollar assessment can be made of the human cost in terms of personal frustration and defeat.

Doubts have been expressed that the Employment Service, organized to provide labor market services on a mass basis, can provide the specialized and individualized service required by the older disabled job applicant. The fact is that the Employment Service not only can, but does, provide such service now, although the extent of such service is limited by the available resources.

Recognizing the key role and present staff limitations of the Employment Service in meeting the needs of older workers, the President's Council on Aging made a number of recommendations with respect to the Employment Service in its recently issued REPORT TO THE PRESIDENT. One of these provides for improved and expanded services through additional counselors. Another calls for the establishment or expansion of placement service for older workers in part-time jobs. The report also recommends expanding employment opportunities for older workers, introducing relocation allowances for workers displaced by economic shifts, and expansion of training and educational opportunities.

### Identification of Problems

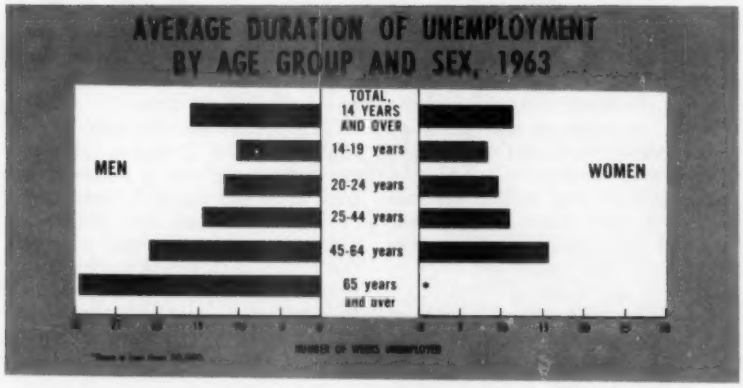
If hiring barriers are to be reduced for older disabled workers, such applicants must be brought to their highest level of employability before they are referred to an employer. This may require assistance of various kinds. The first step is identification and appraisal of the individual's problem. We know that between 40 and 60 percent of applicants 45 years of age and over are likely to have an employment problem associated with age. We know that about half of these require counseling, and a similar proportion have some kind of disability.

Once his problems have been identified, the applicant may be referred to a counselor, to a placement specialist, and/or to another agency. If he is referred to the counselor, every occupationally significant factor in his background will be carefully weighed. Where work experience has been limited, or needs to be supplemented by information from psychological tests, the GENERAL APTITUDE TEST BATTERY, an interest inventory or check list, or performance tests, may be used. For applicants lacking basic academic skills, nonverbal tests have been developed by the Employment Service, and arithmetic and reading achievement tests are also used. Special tools have also been developed to obtain information on physical and mental limitations and their implications with regard to work capacities. The need for training, either in basic academic skills, or specific vocational training, or both, often is an important consideration in the process of providing counseling service, particularly in the light of the increasing availability of such training.

We have found that certain older workers have some problems in common, such as reluctance to consider training courses or a change in occupation, or a defeatist attitude after experiencing repeated turndowns because of age or disability. Such problems can often be dealt with more effectively through group counseling sessions. Other types of problems common to a group, such as lack of information on how to look for a job, how to present one's qualifications to an employer, how to conduct oneself during an employment interview, are treated through group orientation or what might be called group information-giving sessions.

### Occupational Training

As some jobs decline or become obsolete and new ones are created, the role of occupational training assumes increased importance. The older disabled worker suffers too often because he believes his age and disability




*Source: Manpower Report of the President, March 1964*

prevent his adapting to changing requirements. A number of experiments indicate that the older person's chief handicap in a training situation is his own conviction that he is too old to learn. In fact, his performance in the learning situation is comparable to that of younger persons of equal learning aptitude. A recent Bureau of Labor Statistics study on retraining of workers—older and younger—for new jobs resulting from technological change reemphasizes the futility of generalizing about retraining ability on the basis of age.

These findings have particular significance today because the Manpower Development and Training Act, along with the Area Redevelopment Act, has opened up many new training opportunities for disadvantaged groups. Recent amendments to the MDTA will do much to increase the employability of the older and disabled group. The provision of an additional 20 weeks of training allowances to those needing literacy and basic skills training is particularly significant in light of the fact that older workers as a group possess the least schooling. Many who previously could not be considered for vocational training because they lacked the prerequisite literacy will now be able to acquire these skills and go on to receive the specific vocational training needed for employment.

Demonstration projects on the training and subsequent employment experience of unemployed older persons are being planned and coordinated by the National Council on Aging through use of MDTA funds. Five such projects, at least some of which will probably involve significant proportions of older disabled workers, are expected to be in operation in the current fiscal year. Among the unique features of these projects are experimentation in the mobilization of available community resources to meet the needs of these workers, and development and try-out of new methods and approaches with respect to direct services to individuals as well as with respect to community organization.

Of the more than 40,000 trainees enrolled under MDTA as of January 26, 1964, we know that slightly over 10 percent of the trainees were 45 years of age and over, that slightly over 6 percent were handicapped, and that about one-third were among the long-term unemployed. These percentages are not as high as they should be. Considering that the MDTA program is still in an early stage, and in the light of the recent shift in emphasis, there is every reason to believe that the number of older disabled persons enrolled in training will increase.

When the older disabled worker is ready for placement, the local office must draw on its knowledge of occupations and employers, and of the diversity of work possibilities existing in the community. While a suitable opening may sometimes be found among current employer orders, it is often necessary to contact employers most likely to be able to utilize the specific skills and other qualifications of the applicant. Such individual job development is one of the most effective means of placing older disabled workers, especially since these workers have little chance of getting jobs through the regular channels most frequently used by employers, such as gate hires, newspaper advertising, and relatives and friends.

### Need for Cooperative Efforts

While the public employment service is in a strategic position to assist older disabled workers, adequate service to this group goes far beyond the resources of any one agency.

It is important that applicant groups representing older workers, youth, minority workers, etc., not compete with one another through separately organized, separately directed educational and promotional

**Under MDTA some older workers are being trained for better paying jobs. Top, land surveying; bottom, building maintenance.**

drives. It is imperative that there be a central group in the community that sees the total labor market and manpower picture as it relates to all disadvantaged groups. The central group must also be aware not only of local resources that can be brought to bear on the total problem, but also of State and national resources.

At the present time, the core of such a community organization exists in over 700 communities in the form of MDTA Advisory Councils, designed to stimulate the upgrading of skills of unemployed and underemployed persons who would otherwise remain unemployed or underutilized. Additional MDTA Advisory Councils are being organized in communities throughout the country. This could well be the beginning of the formation of much broader and more effective community manpower planning groups.

In the meantime, the need for cooperation among the various disciplines and agencies, and for an understanding of their interdependence, is urgent. The rehabilitation counselor and the employment counselor can each help the other to be more effective. Increased cooperation and coordination of effort are not confined to interagency relationships. Even within the Employment Service, it is necessary, for example, for the older worker specialist and the selective placement specialist and the veterans employment representative to pool their efforts and work much more closely together.

The private and public agencies concerned must share their knowledge and their facilities. They must often work as a team, not only to diagnose a particular problem properly, but also to determine who is to do what, when, and where, in order to bring the most meaningful and effective service to bear on the problem.

The Employment Service, with the cooperation of other agencies, has made considerable progress in this direction. Cooperative agreements have been developed with such agencies as the Vocational Rehabilitation Administration, the Veterans Administration, the Office of Education, and other health, education, and welfare agencies at national, State, and local levels. We are continuing to work with these and other organizations to improve existing agreements, with the primary objective of providing more effective assistance to people we jointly serve.

# New Job Efforts For Older Workers

By Presidential proclamation, May is again designated as Senior Citizens Month, the theme to be "Opportunities for Older Americans." President Johnson has invited all State Governors, the Governor of the Commonwealth of Puerto Rico, and the Commissioners of the District of Columbia to join in this observance designed to place the problems and needs of senior citizens in the national spotlight.

BES Administrator Robert C. Goodwin has urged all State and local employment service offices to highlight their year-round programs of special services to older workers, and to make every effort to arouse community interest and activity in creating employment opportunities.

The designation of a Senior Citizens Month follows recent actions aimed at fuller use and development of older worker abilities. On February 13, President Johnson issued an Executive Order declaring a public policy against job discrimination on the basis of age. The order was a followup of President Kennedy's memorandum of March 13, 1963, which reaffirmed the Government's policy of hiring and promoting employees on the basis of merit alone. The new order specifies that contractors and subcontractors engaged in Government work should not discriminate against older workers in employment or advancement, or specify maximum age limits in advertisements or solicitations, unless such restrictions are based upon a *bona fide* occupational qualification, retirement plan, or statutory requirement.

A year ago, the President's Council on Aging was directed to make a thorough study of the employment problems of the aged and to recommend possible solutions.

The Council now has submitted its Report to the President. Recommendations include a number that have direct bearing on ES operations:

"We recommend that service for older workers in the local offices of the public employment service be improved and expanded by providing for additional counseling and for organization of new job-finding activities on their behalf.

"We recommend that a new service be established in local Employment Service offices with responsibility for placing individuals in suitable part-time jobs. This service should be concerned with discovering and developing part-time employment opportunities in private business and industry, government, institutions, and other sources of employment, for retirees as well as for youths, housewives, and others seeking part-time jobs, and placing such individuals in those jobs."

Other recommendations call for providing relocation allowances for workers of all ages who are displaced by economic shifts, and for expansion of training and educational opportunities for older workers. It also was recommended that all States be encouraged to enact laws prohibiting discrimination in employment because of age; 17 States and Puerto Rico already have such legislation.

Positive steps are being taken to find ways to resolve problems of jobless older workers. As an example, a special demonstration project in South Bend, Ind., has been approved to help some 300 to 500 unemployed ex-Studebaker workers over 50 years of age plan and train for new careers. The United Community Service of St. Joseph County, Inc., a community planning organization, is sponsoring the project in cooperation with the National Council on the Aging. It is working closely with the Indiana State Employment Service in planning the project, and in coordinating it with the overall Employment Service program for assisting ex-Studebaker workers.

*Excerpts from the*

# 1964 Manpower Report of the President

*To the Congress of the United States:*

This Nation is prosperous, strong, materially richer than any in history—largely because of the knowledge, skills, competence, and creativity of our people.

But we are short of our potential. Many of our people do not adequately participate in the national well-being. Much of our human capability is not developed or used.

We must raise our sights—and strive to realize each person's highest productive and earning capability. We must seek to develop more completely our people's talents and to employ those talents fully—to fulfill the rich promise of technological advance and to enable all to share in its benefits.

There must, in brief, be an active manpower policy—to complement our new national attack on poverty.

The Federal Government can provide leadership, information, and other assistance, but fundamentally it is action carried forward in each community that will decide how well we achieve national objectives.

—This is a long-range task, requiring more than onetime or short-run efforts. Immediate action is necessary on certain evident needs, but we must move ahead also to gauge needs of the future and to undertake longer-run development programs.

In many respects, analysis of manpower needs is still in an early stage of development. We will have much to discover and apply as we proceed.

—No narrow approach will suffice. Manpower policy must blend and coordinate its efforts with other forces shaping manpower resources and needs—including educational, economic, scientific, health, social welfare, and other basic policies.

Underlying all efforts is a need to appraise total national manpower requirements and prospects as an essential basis for achieving full development and use of our human resources.

## Where We Stand

The past year was one of excellent economic growth . . . national output, income, profits, and employment each moved up substantially to record heights.

But unemployment persisted grimly despite 1963's strong economic advance. Overcoming that unemployment is the greatest immediate manpower challenge before us. . . .

Other major challenges on the path to full and creative use of our human resources are posed by our labor force growth and by the problems which technological adjustment raises for many individuals.

Unemployment did not improve in step with the strong economic advance in 1963 because our labor force grew more rapidly than in earlier years, at the same time that new technology was raising productivity and changing demand for skills.

The labor force expanded by 1.1 million last year. . . . nearly a third more than the annual average increase of the previous 5 years. As we look ahead, annual growth in the latter years of the 1960's is likely to step up to over 1.4 million, a third larger than last year and nearly twice the number of additional workers we had to absorb annually in the preceding half decade.

—Far more young persons are seeking work than ever before as the postwar babies reach working age. . . .

—Large numbers of married women, seeking to increase family income, to provide better opportunities for their children, and to enrich their own and the national life, are also entering the work force.

Productivity and demand shifts, meanwhile, are changing our requirements for workers.

—Manpower needs are shrinking in declining industries and in those where new machines and methods are replacing workers fasters than new jobs are being created by new demand. Agriculture, whose employment declined a quarter of a million last year, rail transport, mining and some manufacturing industries continue to release workers into the pool of jobseekers.

—But more manpower, with skills not always possessed by displaced workers or by new entrants into the labor force, is required by other industries. In 1963 four-fifths of the new increase in jobs was in service, trade, and State and local government activities.

—Occupationally, unskilled jobs are declining in importance. Demand is expanding most in professional and technical, clerical, and service occupations. Requirements for education and training for employment are increasing steadily.

—Yet nearly a million young people are leaving our educational system each year before completing even elementary or secondary school. Each year more than 100,000 high school graduates with high aptitudes and in-



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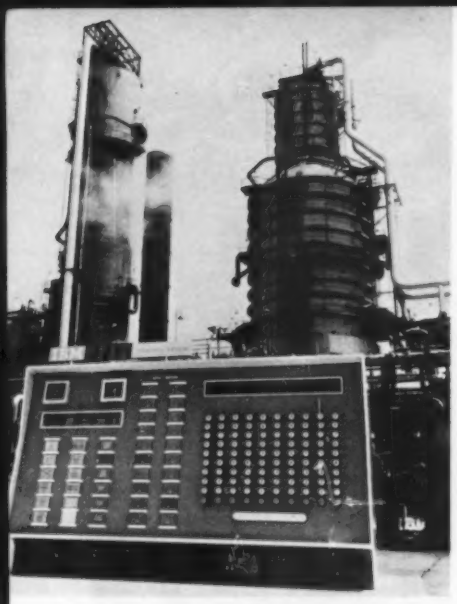


**This operator's console for a completely automatic, or closed-loop, process control system will have continuous computer control of a 140,000-barrel-a-day crude oil distillation still with towers rising to the height of a 20-story building. The unit, the first of its kind, is at the Whiting, Ind., refinery of the American Oil Co.**

terest in college fail to continue their education because of financial inability. And about 40 percent of all students who go on to college withdraw before completion of a 4-year program.

The major losers in the shifting patterns of the manpower supply and demand are the young, the undereducated and unskilled, the laid-off older workers with outmoded skills, and the unemployed caught in communities where the economic base has deteriorated.

—Among youth, unemployment went up in 1963 as fast as the increase in teenage labor force. Employment of teenagers did not increase at all, so that the first surge of rising growth in our resources of young manpower was translated into greater unemployment. Almost one teenager in six who seeks work today can find no one to employ him.

—Two-thirds of the unemployed have less than a high school education. One of every twelve workers with only elementary schooling is unemployed, compared with only 1 of 70 college graduates.

—Nonwhite workers, with limited opportunities to acquire skills and further hampered by discrimination in getting employment, suffer more than twice the rate of joblessness of white workers.

—Unemployed workers over age 45 remain out of work far longer than those who are younger. Some who suffer continued frustration in job hunting stop searching for work—they involuntarily "retire" and no longer appear in the unemployment count.

—Heavy concentrations of unemployment and underemployment plague many areas. Some communities in Kentucky, West Virginia, and other States in the Appalachian region and in the upper Great Lakes area have as many as a fourth or more of their employable people idle. The central parts of many of our larger cities are similarly afflicted.

### Active Manpower Policy

For manpower policy to succeed in meeting these challenges . . . new attitudes and efforts must be geared to three fundamental goals:

The first is to develop the abilities of our people.

Another is to create jobs to make the most of those abilities.

The third is to link the first two, to match people and jobs.

### Develop Abilities

(a) Education must provide, as a basic part of its human development responsibility, the preparation needed for effective participation in our economic life.

(b) Training is necessary to provide specific job skills. Reliance wholly on casual experience, even for lower skill jobs, often means less than achievable competence.

A new study by the Department of Labor finds, however, that all our public and private schools, industry, and the Armed Forces combined have provided some formal occupational training to only about half of American workers.

To make the Nation's manpower more adaptable and productive, and to overcome skill shortages which impede growth, we must encourage and expand

—training programs for the employed, to improve existing skills and develop needed new ones,

—training or retraining for the unemployed, to equip them for employment, and

—apprenticeship programs to provide the needed supply of proficient, highly skilled craftsmen.

(c) Rehabilitation and other special development techniques can enhance the productive potential of people beyond the reach of usual education and training programs.

On each of these basic ability-development fronts, we have initiated new and promising steps in the last 3 years.

On training, we can under recent Federal legislation

—provide new training and retraining programs for the unemployed,

—make available literacy training for the undereducated jobless who need it as a prerequisite for occupational retraining.

. . . early this year I ordered the start of a Manpower Conservation Program to aid the extraordinarily large proportion of our youth—one-third of all our young men—found unqualified to serve the Nation in the Armed Forces.

Most of these rejectees will be rejected in the employment world as well if they are not helped to overcome their limitations while still young.

The effort to help them develop their potential—part of our attack on the poverty which cripples too many of our people—is already underway.

Specifically, I have directed that all new selective service registrants who are out of school and otherwise available for service be examined as soon as possible.

Those young men found unable to meet military service standards because of educational deficiencies are to be referred to local offices of the public employment service so that they may take advantage of guidance, training, and rehabilitation services to overcome those deficiencies. Those who fail on physical grounds will be referred to sources of assistance on their health needs.

**Create Jobs**

To employ all our manpower resources, our economy must generate sufficient new jobs for

—the unemployed,

—the rising number of newcomers to the labor force,

—those displaced by machines, by changing technology, or by declines in individual industries or areas, and

—those outside the labor force who want to work as opportunities become available.

For those already employed, we want to open better opportunities to put to use talents and abilities not fully utilized in present employment.

Total employment has been growing, but not at the pace required by these needs.

. . . we must improve existing institutions, private and public, to help in many ways to realize the potential for greater employment in urban development, housing, transportation, recreation, and other services sought and needed by our growing population.

. . . we must do more to translate advances in science and technology into additional job opportunities providing services and new products either unknown or not feasible before.

. . . we must try to identify needed relatively unskilled work—and to inaugurate programs to have that work performed by long-term unemployed workers and by inexperienced youth as a steppingstone to better employment.

**Help Match People and Jobs**

. . . there is vast need for improvement in bringing and keeping together workers and jobs. . . . Critical among these are:

*Preparation for change.* By increasing efforts to look ahead and prepare for likely technological or economic change, management and unions can ease displacement problems and meet new manpower requirements more effectively. This is elementary, yet we have not done as much or as well as we could. Improved government assistance of the types cited below can contribute materially to such efforts.

*Information.* Supplying of information on occupational requirements and manpower resources is a fundamental aid. Particularly necessary is improved information on current job vacancies, on emerging occupational opportunities, and on availability of qualified workers. Projections of probable need in particular occupations are an essential guide for education, training, and other policies aimed at developing the right skills at the right time in the right place.

*Counseling.* Youth and adult workers should have ready access to competent counseling to help them match their aptitudes and occupational preferences with opportunities for education, training, and employment.

*Placement services.* To fill jobs better and more quickly, we also must expand and make more resourceful the public employment services available to workers and employers for recruiting, testing, guidance, and adapting of jobs to fit abilities—on an interarea and national as well as local basis.

*Mobility.* Beyond these services, additional aid is desirable to help workers or industry relocate to overcome geographic separation of workers and jobs—and to help migrants, particularly those from rural to urban areas, adjust to new work life in a different environment.

Progress is being developed on these varied needs in many ways:

—Management and labor increasingly are exploring and adopting additional means of easing worker adjustment difficulties stemming from technological change.

—Research on manpower needs is being expanded, notably under the Manpower Act, to develop new knowledge and techniques to improve our programs.

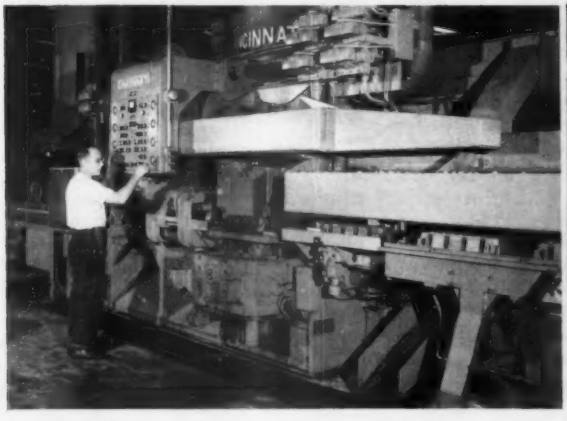
—Committees of distinguished private and public representatives have conducted special reviews of problems involving major groups: youth, women, minority workers, older workers, and scientific and engineering personnel.

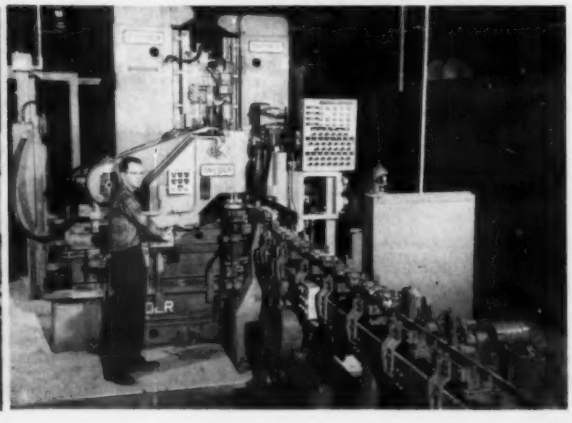
—Experiments to aid mobility of unemployed workers are being initiated under a 1963 amendment to the Manpower Act.

—A Manpower Administration has been established in the Department

**Automation at the Ford Motor Co. engine plant at Lima, Ohio. Left, an engine cylinder head begins its journey down a long machining line at this initial broach. Right, various drilling, milling, and tapping operations are performed on an exhaust manifold as it passes through the 28 stations of this automated machining line.**

*Photos courtesy News Department, Ford Motor Co.*





of Labor to lead and coordinate many activities.

—A high-level Government committee has been designated to review and coordinate economic effects of our defense programs. It will help us act to minimize potential manpower disturbances which might result from changes in the level and pattern of defense spending.

We must also be concerned with

*Labor standards.* Our work force must be assured of reasonable protection and income maintenance through minimum wage, unemployment benefit, safety, child labor, and other basic labor standards programs.

*Elimination of discrimination.* We must guarantee that no individual is barred from access to employment opportunity, or to the education and training necessary to prepare for it, because of race, national origin, age, sex, or other characteristics unrelated to ability.

To meet these objectives, in recent months

—the Equal Pay Act was enacted to prohibit sex discrimination in payment of wages.

—a new approach to industry's participation in a voluntary program was developed by the President's Committee on Equal Employment Opportunity to provide greater employment opportunities to members of minority groups.

—a new Executive order was issued, prohibiting Federal contractors and subcontractors from setting maximum age limits for most jobs, to provide equal employment opportunity for older persons.

—new apprenticeship regulations were adopted by the Secretary of Labor to promote equal opportunity in apprenticeship programs.

### Legislative Action

The Congress already has before it a range of proposals . . . which are necessary in shaping an active manpower policy. These are the major proposals:

1. Youth unemployment must not be allowed to grow unchecked. . . .

President Kennedy's proposed youth employment programs can help meet this urgent need, and I urge the Congress to act favorably on these programs as part of the war against poverty.

Two customer engineers check on EDP system in the California Department of Employment.

2. Poverty must be attacked through new and intensive combinations of varied Federal, State, and local government and private programs. My message on poverty outlines the concentrated efforts I proposed.

3. Education must be strengthened. Pending legislation and the budget requests I have presented spell out the diverse efforts needed.

4. Areas of high unemployment must be revitalized. I have requested additional funds to continue and expand the valuable assistance provided under the Area Redevelopment Act.

For the largest and most poverty-stricken region, the Appalachian area stretching over 10 States, I am asking the Nation to embark on a farsighted task. I am requesting Federal assistance for a comprehensive program to develop human and natural resources and eradicate the hunger, disease, ignorance, and hopelessness which afflict much of this part of America.

5. Overtime work must be examined critically to determine if it is feasible to convert regular and substantial overtime hours into new jobs.

6. Racial discrimination must be eliminated. Programs to help economically depressed members of racial minority groups gain new skills will benefit little if employment opportunity is still blocked by discrimination.

7. Unemployment insurance must be extended and its benefits increased. Nearly half the unemployed are receiving no unemployment benefits at all because of coverage restrictions or qualifying requirements or because duration of benefits is too brief.

8. Protection of the Fair Labor Standards Act must be extended. To provide new or improved protection for over 2.6 million workers, I have recommended extension of

—minimum wage and overtime protection to 735,000 workers in hotel, motel, restaurant, laundry, dry cleaning, agricultural, processing, and logging industries.

—new or improved overtime protection to 1.9 million workers in the agricultural handling and processing, transportation, and gasoline services industries.

### Administrative Action

I want to note particularly that strengthening of the Federal-State employment service system's vital job market information, counseling, placement, and related services is one basic need for which I have requested increased funds.

I am also proceeding on two new major administrative actions.

. . . I have asked my tripartite Ad-

(*Continued on page 21*)

# European Manpower Programs

## (Part II)

ALFRED L. GREEN

**This is the concluding section of a study and appraisal of manpower programs for full employment in France, Great Britain, the Netherlands, and Sweden. The writer is one of seven ES administrators who went there to study European programs. The first section appeared in the January-February issue of the REVIEW.**

### SUMMARY AND RECOMMENDATIONS

#### A. Concept of an Active Labor Market Policy and Mission of the Employment Services

The economy in each of the four European countries visited is based largely on the interplay between fiscal, monetary, wage, and price policies—and *an active labor market policy.* Fundamentally, an active labor market policy means the measures adopted to correct the imbalances of manpower that exist because of fluctuations in supply and demand in rapidly expanding and technological societies. Among these measures are accurate labor market information, vocational guidance and counseling, vocational training and retraining of adults (occupational mobility), geographic mobility of labor, geographic mobility of industry, tax and investment incentives to industry for expansion and mobility, and incentives to workers for achievement of occupational and geographic mobility.

Prior studies of other agencies and this study by the manpower team indicate that the employment services, with their networks of employment offices, have to be the cornerstone of an active labor market policy, acting not merely as employment exchanges but also directly involved in the measures enumerated above.

*Recommendations*

1. All State administrators of employment security programs must be made deeply conscious of the connotations of, and the need to pursue vigorously, an active labor market policy.

2. The importance of such a policy must be impressed on members of the Congress, the executive branch of government—including budgetary officials—and leaders of labor and management.

#### B. Organization for Economic Cooperation and Development

The Organization for Economic Cooperation and Development (hereafter referred to as OECD), successor to the Organization for European Economic Cooperation, numbers 20 nations, including the United States, and is organized for study and exchange of information on economic affairs. Some 15 committees of the OECD study monetary, fiscal, wage, balance of payment problems, etc. The work of its Committee on Manpower and Social Affairs concerns us most; it is this committee that conducts various studies on the use of manpower resources. Among its studies are included those on manpower utilization and mobility, vocational training, role and status of the employment service, and automation and its effect on manpower. It emphasizes the concept of a highly adaptable and mobile labor force to meet the economic growth needs of a nation.

*Recommendation*

1. The Bureau of Employment Security of the U.S. Department of Labor should keep the States currently advised on the work and policies of the OECD and the part the United States plays in its program.

#### C. Central Planning

In all of the European countries visited, there was evidence of a greater degree of centralized public planning and control than in the United States for pursuance of economic growth. Central governmental bodies are concerned not only with fiscal, monetary, price, wage, and balance of payment problems, but also with management of manpower resources to achieve (1) approximately 5 percent economic growth yearly, and (2) full employment without inflation. Representatives of employers, employees, and the public sit on such central bodies and influence economic and manpower utilization policies and practices both directly through legislation and indirectly through influencing loans and providing tax incentives. There is a realization that individuals and industry alone cannot overcome the obstacles to economic growth and effective manpower utilization. Government must provide the necessary machinery and integration of forces to accomplish the best results on a national basis.

In *Sweden,* the National Labour Market Board, consisting of repre-

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sentatives of government, employer associations and trade unions, is influential in setting the economic and manpower utilization policies of the country. A principal feature is the degree of cooperation between labor and management in all phases of economic life without the need for government intervention. The infinitesimal time lost in labor disputes illustrates the Board's successful influence over management and labor.

A similar situation exists in *The Netherlands*. There, the Social-Economic Council, working in close collaboration with the Foundation of Labor (employer and trade union central bodies), plots the industrial growth of the country. A strong system of controls is in effect covering taxes, credits, wages, building permits, etc.

In *France*, under its "Plan de Modernisation et d'Equipment," administered by various commissions (with representatives of management and labor) under government aegis, a target of 5½ percent yearly economic growth has been set. The Plan also stimulates active labor market policies for development of its regional plans for some 31 regions. France has the most highly centralized and controlled economy of the countries visited.

In *Great Britain*, central planning has been in evidence since 1961 with the establishment of a National Economic Development Council (NEDDY), consisting of representatives of businesses, trade unions, and government, whose purpose is to recommend measures which need to be taken by the government to achieve a 4 percent annual growth rate during the years 1961–66.

*Recommendation*

1. In the United States, there appears to be no central body to embrace planning both for (1) fiscal, monetary, wage, price, balance of payments, and similar policies, and (2) utilization of manpower resources. Individual organizations do exist, such as the Council of Economic Advisers and congressional committees such as the Committee on Labor and Public Welfare and its Subcommittee on Employment and Manpower. A central coordinating body on the national level is needed for recommendation and integration of policy in economic and fiscal matters and in manpower utilization. If this can be achieved, similar agencies on State levels should be constituted to help implement national policy decisions.

### D. Labor Market Information for Placement and Guidance

Although the United States produces comprehensive statistics on employment and unemployment, much more information is needed about local labor markets. Specifically required is information on the relationship between demand for and supply of labor in different sectors, and on changes in occupations and industries in a highly fluid period of technological change in our society. More information is needed on *job vacancies*, because manpower planning, training and retraining of workers, counseling, encouragement of labor, and industrial mobility depend on it.

In the European countries visited, especially in Sweden and France, advance warning of layoffs, employer plans for change, and similar matters, are communicated with greater dispatch and accuracy than in the United States. The countries also have more complete and effective systems of interarea clearance than in the United States.

In *Sweden*, because of the operations and influence of the National Labour Market Board, agreement has been reached, especially with the large employers, for advance warning of layoffs and changes in employer plans. As a rule, notice is given 2 months before planned curtailment or discontinuance of production. This enables the publishing of both county and national vacancy lists in every Employment Exchange in Sweden, and these lists are updated promptly. Advertisements in the press, bulletins on radio and television, and circulation of folders, posters, and films are means by which the vacancies are publicized.

In *France*, all employers are required by law to get in touch with the Labor and Manpower Office whenever layoffs are contemplated or plants are to be closed. They must provide advance lists of workers to be laid off in order of seniority, number of dependents, and occupation. No worker may be laid off until the Labor and Manpower Office approves. Employers must inform the Labor and Manpower Office if a job becomes or is about to become vacant, and when a job has been filled, regardless of the means by which it is filled. Obviously, such reporting facilities the gathering and dissemination of labor market information.

In *France*, an interesting experiment involved sending small teams of

The Federal Institute of Vocational Training in Stockholm, Sweden.

Instruction in the handling of machine tools, Stockholm City Trade Schools.

Apprentice tapestry weaver, Stockholm School of Crafts and Design.

Apprentice upholsterer in the Stockholm City Trade Schools.

labor market experts to local communities to give labor market information to young people and unemployed workers. Another experience concerned the placement of 50,000 French expatriates from Algeria by collecting job orders throughout France and by tabulating job openings through the use of conventional punchcard equipment. This matching of men and jobs by machine deserves further study here. A start has been made in the LINCS West Project in California sponsored by the Federal Bureau of Employment Security.

The United States has been aware of the importance of early warning systems. In the fall of 1962, the Bureau of Employment Security asked the State agencies to report instances where employers laid off 100 or more employees. The obligation to get the information is on the Employment Service.[1]

*Recommendations*

1. Each State should reevaluate its research and statistics organization to strengthen facilities for providing labor market information in depth to interested groups such as employers, applicants for employment, schools, labor unions, and community agencies.

2. State administrative experiences indicate that it is difficult to envision good performances by employers in reporting *voluntarily* under an advance warning system. However, efforts in this direction should continue.

3. If cooperative means for achieving an advance warning system fail, the pros and cons of possible legislation in this area should be thoroughly explored.

4. Studies should be made of the effectiveness of interarea clearance systems within the States and of the factors that apply in the operation of such systems.

5. The Bureau of Employment Security should furnish the States with a progress report on the LINCS West project undertaken in cooperation with the California Department of Employment.

6. Followup should be undertaken with France to get a full report on its machine-matching of jobs and applicants in the handling of the French expatriates from Algeria.

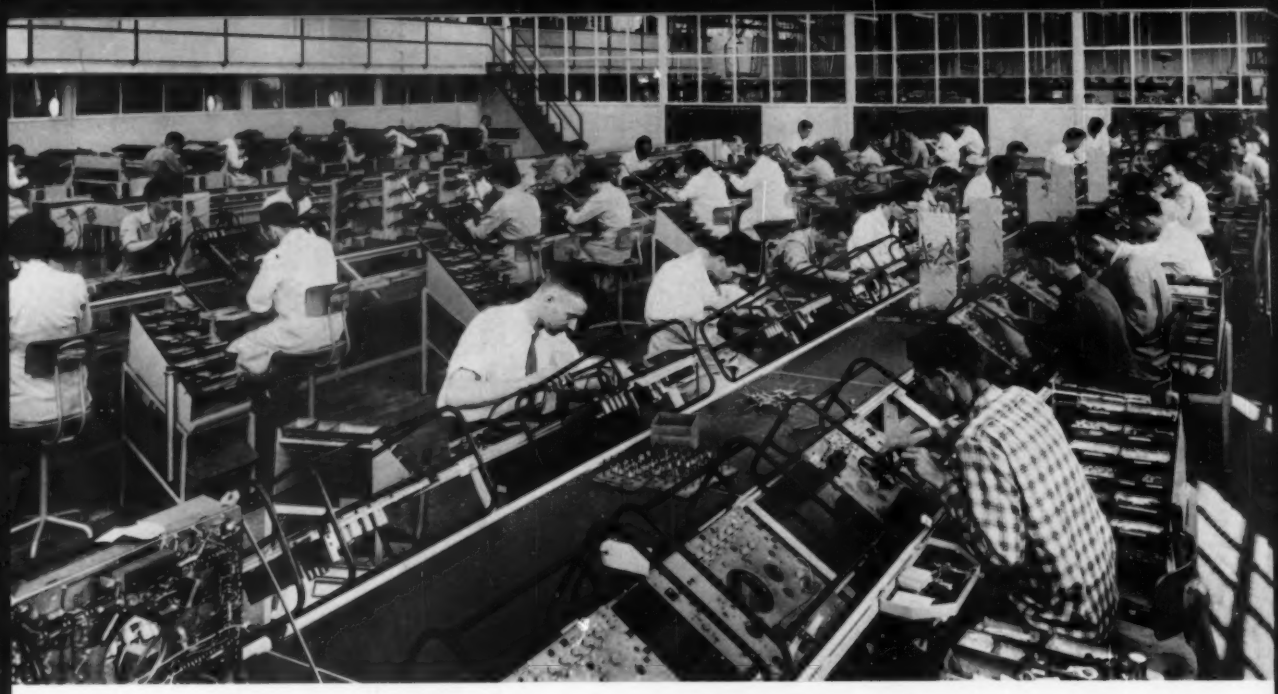
[1] *See also a Bureau of Employment Security sponsored study to explore the possibilities of arranging for an advance notice system. The results of the study are reported in full in "Improving the Operation of Labor Markets Through an Employment Service Advance Notice System," E. E. Liebhafsky, North Carolina State College, The Southern Economic Journal, Vol. 24, No. 4, April 1963.*

*Photos courtesy*
*American Swedish News Exchange*
*Netherlands Consulate General*
*British Embassy*

### E. Organization and Functions of European Employment Services

The public employment offices in the four European countries visited are nationalized and usually structured under an organization similar to the U.S. Department of Labor.

In *Sweden,* under the Ministry of Labour and Social Affairs, the body responsible for shaping and putting labor market policy into effect is the National Labour Board (comprising representatives of government, industry, and labor) with its regional agencies, the County Labour Boards, and the local bodies, the Labour Exchange Offices. The National Labour Board's field of activities includes supervision of the public employment service, control of private employment agencies, management of vocational guidance and rehabilitation centers, incentives to workers to stimulate occupational mobility (vocational training and retraining) and geographic mobility, incentives to employers to stimulate industrial mobility, management of investment funds (tax allowances) to stimulate industrial expansion in times of recession, licensing of permits for construction of buildings, and control of



Television sets being assembled in a leading Dutch factory.

voluntary unemployment insurance societies.

In *Great Britain,* the Employment Exchange Service operates under the Ministry of Labour through a network of offices covering England, Scotland, and Wales. England is divided into seven regions, each under a Controller with his own office and staff, subject to general direction from headquarters. Scotland and Wales each has a Controller with similar responsibilities. There are 900 local Employment Exchanges established in all the main cities and towns and over 100 suboffices serving the smaller areas. The functions of Employment Exchanges in Great Britain generaly resemble those of public employment offices in the United States. However, as the Government Training Centers are also under the Ministry of Labour, there is a closer tie-in with vocational authorities in their recruitment of persons suitable for courses of vocational training. In addition, the Employment Exchanges administer the allowances paid to workers under their employee transfer schemes (incentives for geographic mobility of labor).

In *The Netherlands,* the National Employment Service, organized under the Ministry of Social Affairs and Health, has two major divisions: The State Employment Office and the State Office for Additional Employment. The State Employment Office, through a central directing body, runs the 86 district and 65 local employment offices throughout the country. These are controlled, in turn, by 11 provincial employment offices. The State Office for Additional Employment, in cases of seasonal or other temporary unemployment, has authority to administer a number of work projects that can be put into immediate operation. In addition to its regular placement and allied functions, the State Employment Office administers the vocational training of adult workers; 24 regional workshops are equipped for this purpose. It also administers financial grants for travel and moving when workers accept jobs in other parts of the country, training allowance grants for training of persons in industry, and incentives for employer relocation.

In *France,* the National Employment Service operates under the Ministry of Labor. Under the Department of Work and Labor, a Labor and Manpower Office has jurisdiction over 16 regional offices that control numerous district offices. At the national, regional, and district levels there are advisory commissions consisting of trade union and employer representatives. The functions of the Employment Service are similar to those of the other European countries visited and include provisions for payments to workers in training and to workers who move to other localities for employment. In addition, within the framework of the Employment Service, there exist over 100 centers for the vocational training of adults.

*Some Observations*

1. The European employment services are effectively organized for encouraging active labor market policies. In Great Britain, France, and The Netherlands, government training centers for furthering occupational mobility and the Employment Exchanges are under the same direction. In Sweden, close collaboration is obtained by means of a special board which coordinates employment and vocational educational facilities. Thus, the needs of communities and workers are assessed quickly, and training projects are

developed with a minimum of friction. The delays in the United States in getting started under the Manpower Development and Training Act, because of the large number of agencies concerned, are well known. All Employment Exchanges in the European countries visited administer incentives to workers for both occupational and geographic mobility; some also administer incentives for industrial mobility and expansion.

2. The employment exchanges are the cornerstone of an active labor market policy and are recognized as such by industry, labor, and the public. No lobbies of private employment agencies exist. In Sweden, no private agencies are allowed to operate on a profit basis; in The Netherlands, the government licenses private agencies; in France, the National Employment Service has a virtual monopoly on job openings.

3. Except in Great Britain, the Employment Exchange functions are separated from those of unemployment insurance. In France and The Netherlands, a separate department administers unemployment insurance measures; in Sweden, unemployment insurance is in the hands of 44 individual trade union affiliates, although policy direction and some financial assistance are given by the government.

*Recommendations*

1. Study is needed on a Federal level, of existing functions of various agencies dealing with utilization of manpower resources. The objective should be the consolidating and simplifying of organizational structures wherever possible. It is recognized that this recommendation is easy to make but most difficult to achieve.[2]

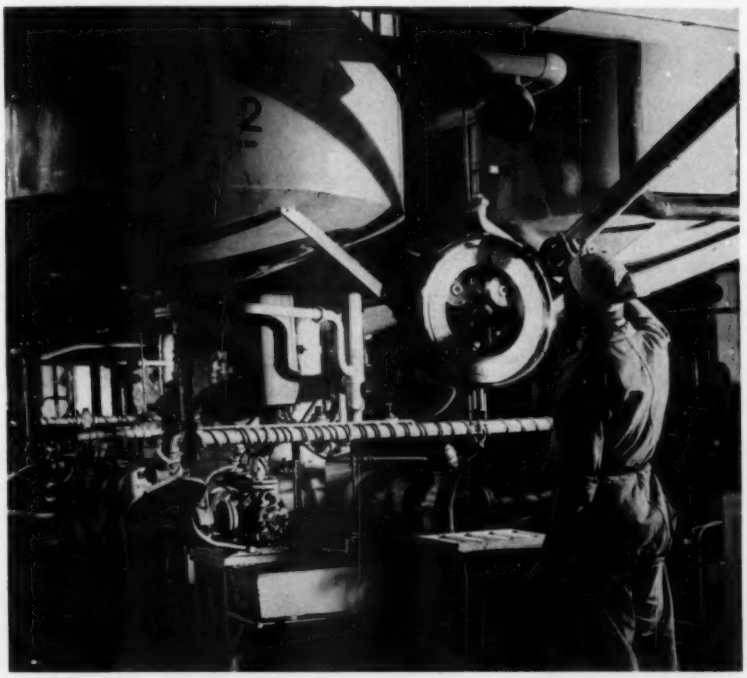
2. On a State level, study is needed on how best to coordinate the Employment Service functions of selection and referral of trainees, and identification of training courses needed, with vocational education facilities that usually exist under *local* boards of education but with money and advisory powers placed in the hands of *State* vocational educational authorities. (In Connecticut, where success in starting MDTA training programs has been reported, training centers are run by the *State* vocational education authorities.)

3. There is need for a study of the role that private employment agencies play in the economy of the country. Nils Kellgren of Sweden, who served as a special advisor to the U.S. Secretary of Labor, has already made recommendations along these lines. Of extreme importance in such a study is the determination of whether the job placements of such private agencies are of a nondiscriminatory nature.

### F. Adult Vocational Training and Retraining (Occupational Mobility)

Changing economic conditions both abroad and in the United States point to the need for "Investment in Adaptation." Training and retraining of manpower (and other measures) for economic growth are called for because of technological changes, automation, new products, new countries in the world market for industrial products, and declining and expanding industries. The need for training and retraining has long been realized and met in the European countries visited. Furthermore, these countries have proceeded on the premise that, if training and retraining are needed by the community, the community can reasonably be expected to contribute to the costs.

The organization of adult training facilities in the European countries visited has already been noted. France, The Netherlands, and Great Britain run adult vocational training institutes under the same general direction as that of the Employment Exchanges; in Sweden, close collaboration exists between the National Labour Market Board and the National Board for Vocational Education.



**Storage tanks for liquid chocolate in the molding department of one of the many highly mechanized Dutch cocoa plants.**

[2] *Professor E. Wight Bakke of Yale University's Labor and Management Center, in his report of the Brookings Conferences on Employment and Manpower Services, analyzes in detail the large number of agencies and the duplication of functions that exist.*

**An electrician winds a high-voltage stator in a Netherlands factory.**

Great strides in the *number* of adults trained and retrained have been made in Sweden,[3] France, and The Netherlands; Great Britain lags but has plans to improve.

It is a recognized principle that incentives for trainees must be provided since workers naturally resist changing occupations even when the needs of a country's economy may demand it. In *Sweden,* allowances given are meant to support not only the trainee but also his dependent family members. The amount of the allowance depends on the occupation, size of family, and cost of housing.

In *France,* trainees are paid while in full-time courses. Their allowance is equal to the guaranteed minimum wage. For skilled workers who wish to reach a higher level, provision is made for income equal to the wages paid in their last employment. In *The Netherlands,* the trainees are paid during training. A novel incentive system operates: Good performance in training results in higher training allowances. Subsidies are also paid to employers for training unemployed workers within industry, provided the program is approved and supervised by the State Employment Office. In *Great Britain,* although training allowances are paid, its National Economic Industrial Council has reported that revisions upward are needed to attract trainees and that the entire scope of the program must be expanded. Training as it exists today is mainly for the disabled and veterans.

The really remarkable feature of adult vocational training in Sweden, France, and The Netherlands is its accelerated pace. Skilled technicians are developed in periods of from 6 months to 1 year. Apprenticeship programs of 4- or 5-year duration, as we know them, are considered remnants of the Middle Ages. France uses methods of training derived from theories first developed by Descartes. Officials in The Netherlands state that their principles of accelerated training are defined by the International Labour Office. Graduates of accelerated training courses in both France and The Netherlands have proved as successful as apprentices with several years of training. This has been proved on examinations and by subsequent analyses of the work experience of the graduates. In France, most adults trained are between the ages of 17 and 35 with more than half of the trainees under 20. Of the graduates, 59 percent are under 20; only 13 percent are 28 or over.

The great emphasis on modern adult vocational training systems in the European countries visited has produced the skilled workers needed by their industry to remain competitive in today's markets. The plant facilities, machinery, and equipment used in such systems are of the very best, often better than those in use in industry.

On-the-job training is also encouraged in these countries. The Netherlands' system of incentives has already been mentioned. Similar incentive plans exist in Sweden and France.

*Recommendations*

1. Study of possible reorganization and methods of closer collaboration between employment service offices and vocational education facilities in this country has previously been recommended.

2. Accelerated training programs, methods of training, and use of modern training plants and equipment in Sweden, The Netherlands, and France need to be carefully studied not only by employment security officials but also by vocational education personnel. Teams of employment security and vocational education officials should jointly study this matter both here and abroad.

3. The principles of accelerated training laid down by the International Labour Office (alluded to by The Netherlands) should be obtained, circulated, and studied.

4. European experts in vocational education should be invited here to consult with employment security and vocational education officials.

5. States that deny payment of unemployment insurance while claimants are taking approved training should be encouraged to amend their laws in the light of the significance of an active labor market policy.

6. States should also consider denial of unemployment insurance benefits to claimants who refuse to take appropriate training.

7. Legislation amending the Manpower Development and Training Act should provide for:

Additional opportunities for youth to be trained.

Approval of courses in "basics" for the undereducated.

Postponement of the Federal-State matching provisions of the Act for at least 1 more year.

[NOTE: Amendments enacted in December 1963 included all of these provisions.]

### G. Geographic Mobility of Labor

To get workers to move from one locality to another for job opportunities is often a most difficult task. First, there are nonmonetary factors—the difficulties of breaking away from family, friends, and cherished environment; interruptions in children's education; changes of habit, not only personal but also in work place and, perhaps, occupation, and the difficulties in obtaining new living quarters. Then, there are the monetary factors—the expense in traveling and moving household effects, the difficulties in selling a house; the

[3] *About 29,000 persons took part in the Swedish program in 1962; this is equivalent to about 500,000 persons in the United States.*

abandonment of seniority and pension rights [4] and so on.

Since under a rapidly changing economy some industries decline and others expand, the location of jobs will also shift. Economic welfare dictates that the workers should also be free to shift (or be retrained). However, if acceptance of change is costly and difficult for the individual but desirable for the community at large, it is only reasonable that the community should contribute to these costs. This is done in the European countries visited.

*Sweden* has a comprehensive system for encouraging workers to move to where the jobs are. This system includes travel allowances for the worker to and from a prospective place of employment, another transportation ticket if he starts his job later, subsistence allowance for him and his family during a move, and relocation allowances for moving household effects to the new location. When the worker cannot take his family immediately, family allowances are paid since he has two places to maintain. Starting allowances are also paid to cover living costs until the first payday.

Housing shortages have complicated geographical mobility of labor. More than 90 percent of the total housing production is supported by government loans. Extra loans are provided upon the condition that priority in dwellings be given to the unemployed from surplus areas. The National Labour Market Board can also build temporary houses for single workers when there is a great demand for labor. Pending is a program in which the National Labour Market Board may purchase the homes of those moving to other areas, enabling these workers to avoid losses on sales.

*The Netherlands* also has a plan of incentives aimed at getting workers to settle in development centers and other areas away from the crowded "Ranstad-Holland" area. The inducements include travel costs; costs of moving dependents and furniture; a percentage of the cost of traveling to and from work, if necessary, or a percentage of the cost of board and lodging for a period no longer than a year. Allowances vary according to categories of individuals: Married able-bodied workers migrating to development centers or other areas, married disabled workers, and unmarried disabled workers.

In *France,* incentives, including travel allowances and a family indemnity for resettlement, are allowed those workers who leave areas of surplus labor to go to areas where shortages exist.

In *Great Britain,* although greater emphasis has been placed on industrial mobility, similar incentives exist for "unemployed workers living in areas that are designated from time

[4] *See "Effects of Private Pension Plans on Labor Mobility," by Hugh Folk, University of California, Bureau of Labor Statistics, Bulletin 1359, Washington, D.C.*

**In this section of the City of London Employment Exchange, passport applicants and women registrants for employment are interviewed.**

**In this employment exchange at Hemel Hempstead, the maximum amount of counter space and waiting room are combined with modern cubicles for private interviews.**

to time as being areas of relatively high unemployment, whose prospects of local employment are poor, and who are placed, or find for themselves, approved employment elsewhere with satisfactory prospects of permanent resettlement." However, the National Economic Development Council in Great Britain reports that the grants under the Ministry of Labour's Resettlement Transfer scheme are not sufficient. "If improved grants and allowances including a substantial 'starting allowance' were given to suitable unemployed workers in selected areas willing to transfer to jobs in approved areas, the number of workers willing to move might be significantly increased".[5] The Council also reports that the most important single factor affecting geographical mobility of labor is housing. Recommended is the introduction of "a special industrial mobility housing subsidy to provide a stronger financial incentive for local authorities to build houses for transferred workers, and to extend the system of granting certificates of housing need to 'key workers' to cover suitably unemployed workers willing to transfer to growth areas . . . ."

Mention has been made previously of the interarea clearance systems that the European countries have developed to provide information about jobs to the unemployed. This is an important feature of any system for fostering geographic mobility of labor.

*Recommendations*

1. Under the Trade Expansion Act, provision has been made for a program of travel, subsistence, and relocation allowance for workers in "affected industries." However, this program has not been started, and its total effect will be infinitesimal. The entire question of allowances to stimulate geographical mobility of labor must be examined within the existing framework of the Federal-State unemployment insurance system. Individual States, after studying their imbalances of supply and demand, should consider pioneering legislation in this field.

2. The interarea systems of recruitment clearance in each State must be reevaluated as previously suggested.

### H. Industrial Mobility; Investment and Tax Policies for Stimulation of Industrial Expansion and Mobility

Industrial, geographic, and occupational mobility of labor (training and retraining) are important tools in an active labor market policy. Many economists look with disfavor on industrial mobility when it connotes assistance to declining industries in depressed areas. As the term is used here, it means inducements to the more expansive sections of industry to expand to areas of high unemployment where labor is available or can be made available by retraining.

In *Sweden,* because of the significant role that the National Labour Market Board plays in the economy of the country, composed as it is of representatives of government, employer associations, and employee unions, it influences establishment of new industries and transfer of others mainly by information and advice. However, it may exert pressure in either advocating or opposing the grant of a State guarantee for a loan intended for the expansion or establishment of industrial plants.

In *France,* under its general Fourth Plan, the development of its Regional Plan for some 31 regions is of the utmost importance. It entails decentralization of industry over the country not only to meet the needs of high unemployment areas but also to stay competitive within the Common Market. It is needed to combat the so-called "Parisian Monster" where there is too heavy a concentration of both labor and industry. Various incentives are offered employers to aid industrialization in regional areas. These include outright grants of plant and equipment; various grants depending on amounts involved and type of industry, usually totaling 15 to 20 percent of the total amount to be invested or 11,000 francs ($2,200) per new employee, whichever is less; tax incentives to industry, including 5- to 10-year exemptions in connection with purchase of property and exemption from an annual manufacturer's tax; layout of industrial areas, including roads, gas, and water, and rental of plants constructed by local communities. Indirect pressures also exist; for example, loans to private investors financed by banks must have the approval of the government.

In *The Netherlands,* under its Regional Industrial Policy, inducements are also offered industry to expand in any of 44 development centers. Premiums are offered in the form of grants of half the cost of the land and a percentage of the cost of the factory and the number of new workers to be employed. However, the latter measure may be changed when

[5] *"Conditions Favourable to Faster Growth," National Economic Development Council, London: Her Majesty's Stationery Office, London, 1963.*

# MANPOWER TRENDS

**EMPLOYMENT UPTREND CONTINUES**

Total employment, rising about seasonally from February by half a million, was up 1.4 million over the year to 68.5 million in March. Moving upward since the start of the year, nonfarm employment increased by 1,650,000 to 64.5 million. The more than seasonal pickup in nonfarm jobs was partly offset by delays in the farm sector's usual March buildup. Agricultural employment of 4.0 million, continuing its long-term downtrend, was about 300,000 below last March. Nonfarm workers on part time for economic reasons remained unchanged at 2.1 million.

**UNEMPLOYMENT AMONG ADULT MEN IMPROVES**

Total unemployment dropped from 4.5 million in February to 4.3 million in March. About half of the 200,000 decline over the year occurred among those jobless 6 months or longer. Because the decline was about usual for the month, the seasonally adjusted unemployment rate held at 5.4 percent of the civilian labor force. The situation for adult men continued to improve, their unemployment rate dropping from 4.3 percent in January to 3.9 percent in March, compared with 4.6 percent in March 1963. First quarter jobless rates for teenagers and adult women remained at early 1963 levels.

In the first quarter of 1964, more than one-fourth of those looking for work had been unemployed 15 weeks or longer, about the same as a year earlier.

**INSURED UNEMPLOYMENT LOWER**

Insured unemployment under State programs, declining more rapidly than usual since the turn of the year, was down to 2.1 million in mid-March, the smallest volume for that date since 1957. All but two States reported declines. The insured unemployment rate (not seasonally adjusted) also dropped--from 5.4 percent in February to 5.0 percent in March, compared with 5.7 percent a year ago. Seven States had rates in excess of 7.0 percent: Alaska, the highest, 15.5, North Dakota 9.9, Washington 8.2, Montana 8.0, Vermont 7.9, West Virginia 7.4, and Idaho 7.1. The number of persons exhausting their State unemployment insurance benefit rights increased, as usual this time of year, from 125,000 in February to an estimated 140,000 in March, but was below the 153,000 of last year.

**LABOR FORCE EXPANDS AGAIN**

The civilian labor force grew an expected 300,000 from February to 72.8 million in March, bringing the first quarter 1964 gain over 1963 to 1.2 million--in line with long-

term trends. Slightly over half the increase reflected the entrance of workers under 25 years of age to the labor force, with the rest mostly among women aged 45 and over.

**WAGE AND SALARY WORKERS UP 300,000**

Nonfarm payroll employment rose a more-than-usual 300,000 in March to 57.3 million. First quarter 1964 nonfarm payrolls averaged 57.1 million, 1.6 million above 1963 and 2.9 million above 1962. Two-thirds of the gain (compared with three-fourths between 1962 and 1963) occurred in wholesale and retail trade, service, and State and local government. Only mining and Federal Government employment failed to increase.

**FACTORY PAYROLLS PROGRESS**

Manufacturing jobs increased 50,000 to 17 million in March, partly because a machinery workers' strike ended. Factories have added more than 100,000 jobs since January and 275,000 since March a year ago. Primary and fabricated metals, machinery, and transportation equipment advanced sharply from last year; only ordnance and electrical equipment dropped. First quarter payrolls in primary metals averaged about 30,000 workers below 1962. All nondurable goods industries improved slightly over the month, except food declined somewhat and textiles remained unchanged. Largest first quarter increases over the year were in apparel (30,000), repeating last year's performance. First quarter textile employment was virtually unchanged from 1963, and down 10,000 from the 1962 period. Food processing lost 10,000 jobs over the year, as it did the year before.

**WORKWEEK LONGEST SINCE 1955**

Average weekly hours of factory production workers remained high in the first quarter, edging up to 40.4 hours in March, the longest since late 1955 seasonally adjusted. Overtime, at 2.7 hours and unchanged from February, averaged the highest first quarter since 1956.

**EARNINGS RISE FOR PRODUCTION WORKERS**

Average hourly earnings, at $2.51 during the first 3 months of 1964, increased 8 cents, or 3 percent over the year, in line with the preceding 5-year average increase. The small rise in hours worked brought average weekly earnings from $101.15 in February to $101.40 in March. Weekly earnings averaged $100.65 in the first quarter of 1964, up $3.21 over the year and $5.45 over the last 2 years.

**MAJOR AREA CONDITIONS**

Of the 150 major labor market areas surveyed by the BES and affiliated State agencies, 111 had low or moderate unemployment in April, compared with 103 in the same month of 1963. Thirty-nine areas are now designated as having substantial unemployment; 8 areas have moved out of this classification over the past year.

automation takes hold more fully, and fewer, rather than more, workers are needed in plant relocation or expansion.

In *Great Britain,* under the Local Employment Act of 1960, the Board of Trade assumed the government's powers of assistance to firms settling or expanding in "places where high unemployment exists or is expected." Its powers include building of factories for lease; construction grants to firms preferring to build; financial assistance in the form of loans or grants to firms for buying plant and equipment or for working capital; clearance of derelict, neglected, or unsightly sites; grants for providing basic services. The government also has a negative power of control in that permission to create industrial floor space of more than 5,000 square feet cannot be sought without an Industrial Development Certificate from the Board of Trade.

### Swedish Contra-Cyclical Private Investment Funds

Of great interest is Sweden's legislation on investment funds. This unique system calls for a buildup of investment reserves by individual employers by placing a portion of their profits into these reserves. The reserves are then tax free if the employers use the funds for capital improvements, determined by them, at such times and within such time limits as the National Labour Market Board determines that such expansion will increase employment.

*Recommendations*

1. The experience under the United States' Area Redevelopment Act should be carefully reevaluated in the light of the objectives of an active labor market policy. Is help being given to declining industries in depressed areas that could be better helped by emphasis on occupational and geographic mobility of labor?

2. Both on national and State levels, European incentive plans for mobility of industry should continue to be evaluated, as an alternative to plans for occupational and geographic mobility of labor. In New York State, for example, the feasibility of such plans may well be explored by an agency such as the Job Development Authority.

3. The Swedish use of contracyclical private investment funds warrants special study.

### I. Barriers to Building Human Resources and Widening Job Horizons

The principal barriers to the most efficient use of manpower have been characterized as (1) discrimination in employment or training resulting in disuse of highest skills or capacities, (2) lack of knowledge of job or training opportunities, (3) inadequate counseling and placement facilities, (4) disincentives and impediments to mobility and free occupational choice: Private pension plans, seniority rights, insurance schemes, paid vacations and other fringe benefits, and restrictive practices by employers and unions.

In the European countries visited, there was no evidence of existing barriers listed in items (1) through (3) above with the possible exception of Great Britain, where training opportunities, at present, are sharply limited to the disabled and to veterans. As to item (4), discussions abroad revealed that there is not enough information on the factors in this category to make a judgment. While seniority rights do play some role, the consensus is that private pension plans, insurance schemes, fringe benefits, and the like are *not* important impediments to mobility and free occupational choice. Important impediments *are* lack of monetary incentives for defraying costs of moving and lack of provisions for adequate housing. Positive measures, taken abroad to correct these deficiencies among others, are covered throughout this report.

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MANPOWER REPORT

(*Continued from page 10*)

visory Committee on Labor-Management Policy to undertake a study of the impact of automation and technological change on workers, unions, and firms, and of the problems of adjustment arising from such change.

In addition, I believe it is also desirable either through legislative or administrative action to establish a special high-level commission to conduct a broader evaluation of our technological course and the means of channeling progress toward meeting our society's unfilled needs.

The other action is to start a continuing top-level assessment of the relation of the Government's programs and our country's manpower assets and needs.

I am establishing for this purpose a President's Committee on Manpower, which will include the principal Federal executives administering programs which significantly affect our manpower, under the chairmanship of the Secretary of Labor.

The Committee will assist in appraising

—the implications of major Government programs and policies for our national manpower needs and resources,

—the interrelation of Government programs to manpower requirements of other sectors of the economy, and

—the present and prospective manpower resources and requirements of the Nation.

Only through such considered appraisal and the development of improved techniques and data for current and long-range manpower assessment can we arm ourselves with adequate information and sound linking of separate programs—elements essential for full effectiveness in carrying forward an active manpower policy.

### Conclusion

A fundamental objective of this Nation is to assure all Americans full and fair opportunity to develop and apply their maximum productive and earning potential. But progress toward that objective can too easily falter in competition with other concerns.

It is up to us. Our action or inaction toward realizing the full potential of our human resources is a major factor in determining whether we will strengthen justice, security, and freedom at home—and enhance America's ability to set a proud example for all the world.



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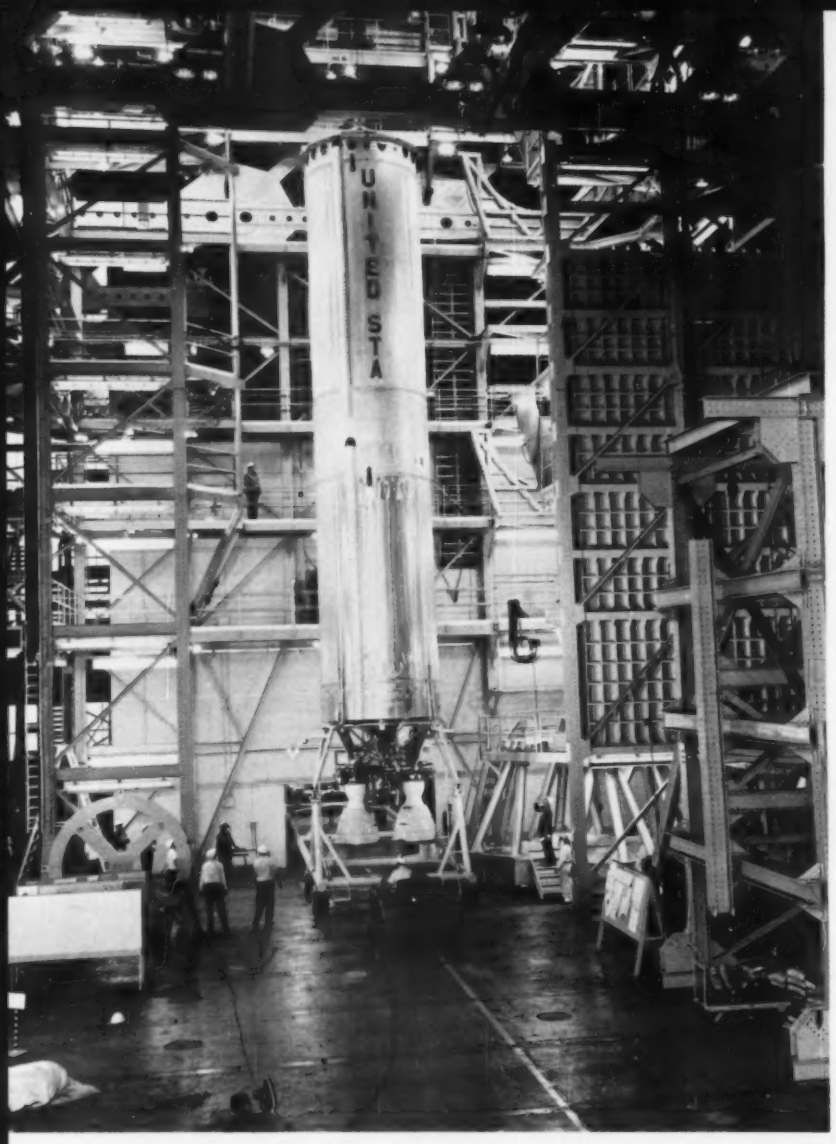



Major systems checkout on the Titan II-Gemini booster which will loft the two-man Gemini capsule in the Nation's next manned space flight program.

**A local office demonstrates what it can do for an employer when it concentrates its professional resources on his special and unique needs in successful staffing of a large new facility.**

"It has been our company's experience that services provided by all area Employment Service offices have been unmatched in quality and quantity of referrals," states a spokesman for the Missile and Space Division of the General Electric Co. In addition, he says that use of ES facilities reduces recruiting costs, a factor which employers all too often overlook.

These are the comments of an employer at the completion of a 2-year cooperative plan of action under which the Pennsylvania State Employment Service office at Norristown helped staff the new multimillion dollar GE Space Technology Center at Valley Forge. They reflect the kind of job the Employment Service can do when given the opportunity to participate in a dynamic program of this nature.

### Aerospace and Defense Activity

The Missile and Space Division of the General Electric Co. established its headquarters for space technology at Philadelphia in 1955. The original group of 290 employees worked on a contract to develop the reentry vehicle (nose cone) for the Air Force Atlas ICBM. This single contract mushroomed into a program in aerospace and defense activity involving thousands of employees and numerous contracts to provide items needed by the Air Force, Army, Navy and NASA.

In 1960, GE broke ground for the construction of a multimillion dollar Space Technology Center at Valley Forge, some 20 miles from Philadelphia. When the center was completed in October 1961, it became the largest such facility in the world owned and operated by private industry.

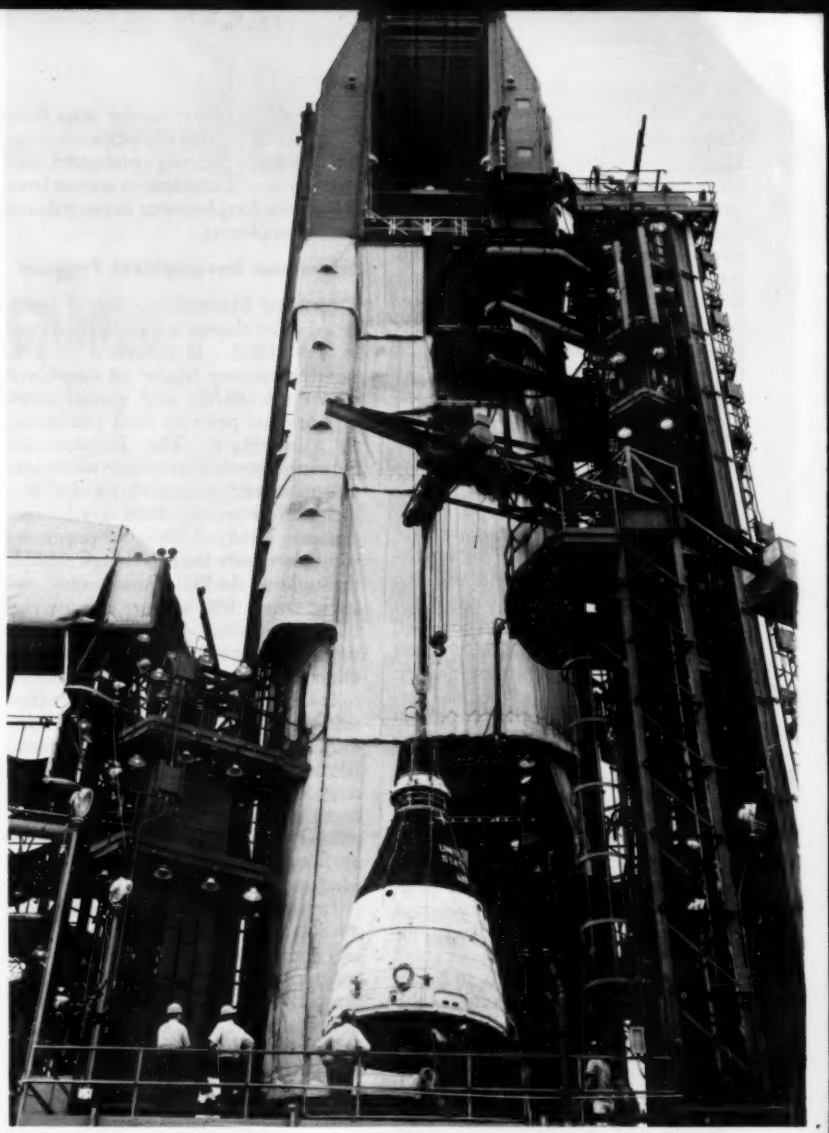
The Valley Forge area represents a beehive of activity. Industries such as Bell Telephone, Western Electric, Penn Salt Chemical, and SKF Ball Bearing completed research centers; pharmaceutical companies such as Upjohn, Abbotts, and Merck, Sharpe and Dohme built experimental laboratories; and organizations such as All-State Insurance Co. and the American Baptist Convention moved their regional headquarters to the area. In a few years, the population of the Valley increased 46 percent, and new homes, shopping centers, gas stations, motels, restaurants, and recreational facilities are springing up everywhere.

# do BIG jobs

LUCY OGDEN NORTON

Destined to be the largest employer in this highly competitive labor market was the GE Space Technology Center with an anticipated staff of 5,000 people. These employees would be primarily highly professional scientists, engineers, and technicians with the necessary supporting secretarial and maintenance staff. An orderly staffing of this organization under existing conditions presented mutual responsibilities to both the General Electric Co. and the Norristown office of the Pennsylvania State Employment Service which provides services to all employers in the Valley Forge area.

The situation called for a plan of action which would enable the Employment Service to help solve the staffing problems of this large employer with minimum disturbance to other area employers already staffed and in operation. Staffing problems would be complicated by the fact that the employer is engaged in the new field of spacecraft, satellites, and reentry vehicles about which little is yet known. In addition, the confidential nature of this high priority activity requires that every employee, from janitor to scientist, be cleared under the industrial security program of the Government.



Mating the two-man Gemini space craft to the Titan II launch vehicle at Cape Kennedy.

### Plan of Action

In July 1961, the local office took the first step in a plan of action which placed ES resources at the disposal of the General Electric Co. The result was a cooperative program for anticipation of staffing needs and the establishment of referral procedures which would meet both the urgency of the initial personnel buildup and subsequent emergencies.

ES personnel invited GE officials to attend a preliminary exploratory and planning meeting at the Norristown local office. The group accomplished the following:

1. Personnel of both organizations became personally acquainted and discussed mutual problems on a face-to-face basis.

2. ES personnel became familiar with the GE program for staffing the center, and GE personnel became familiar with ES services available to them.

3. A cooperative plan for staffing the center was developed which included job specifications and special requirements, tentative schedules for job orders, and specific procedures for referral of applicants.

Although it was anticipated that most of the professional and technical personnel would be obtained

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from other company locations, a standing order was placed with the Employment Service for résumés of all qualified candidates. The major problem was determined to be the recruiting of supporting secretarial and maintenance personnel. Standing orders were placed for occupations for which a continuing need would exist. Special orders would be placed for other occupations as required.

ES staff members subsequently visited the Space Technology Center and became familiar with the working environment. Then, recruitment activity got under way.

The plan of action was specifically designed to help the company save considerable time and effort by developing the recruiting and training services which the company could not provide. The plan was also designed to demonstrate what the Employment Service can do for an employer when it concentrates its professional resources on his special and unique needs.

### Critical Need For Secretaries

The immediate need for high caliber secretaries presented the most critical problem, since no qualified candidates were available in the area. One possible source was housewives who were formerly employed and might now be willing to work part time if given an opportunity to brush up on skills. Using this source, the company believed it could get along until the 1962 commercial high school graduates could be recruited.

ES personnel met with area vocational education personnel and arranged for refresher courses in typing and shorthand at two area high schools. Classes were scheduled from 5 to 10 p.m., 5 nights a week, for 20 weeks. An intensive publicity campaign, conducted by the Norristown local office and other local offices in communities within commuting distance of Valley Forge, resulted in an enrollment of 150 trainees in the first classes.

ES personnel tested trainees at intervals during the course to determine progress and, whenever possible, made placements to meet GE's initial needs.

Other employers in the area have benefited from this refresher training. Classes are still being conducted, and they serve as a continuing source from which the Employment Service draws for all employers.

### Secretarial Development Program

General Electric established a secretarial development program to start in July 1962. It consisted of a 6-month training course of combined classroom courses and special work assignments prior to final placement as a secretary. The Employment Service was asked to recruit and process outstanding candidates for this program from the 1962 graduating classes. In April 1962, ES personnel went into more than 100 high schools throughout the Delaware Valley and tested over 600 senior commercial students. These students were then registered at the Norristown and other Delaware Valley local offices.

In May, the Norristown local office selected 182 of the best qualified candidates for interview by General Electric. On two successive Saturdays, GE representatives interviewed these candidates at the Norristown office. Thirty-eight were selected and started on the program soon after graduation.

It would have been physically impossible for the company to recruit and screen on such a wide basis. By accepting ES-tested and screened candidates, GE personnel and facilities were free for other important activities. In addition, members of the secretarial development program performed so well that the company decided to discontinue its own tests to applicants in this category. It now accepts ES-tested referrals. This represents further savings for the employer.

Other employers and job candidates came in for benefits also. Since all 1962 commercial graduates were registered with the Employment Service, excellent placements were possible with other employers throughout the Delaware Valley area.

### Skilled Personnel Needed

Two weeks prior to plant opening, the Norristown local office received orders for a considerable number of prototype machinists, carpenters, millwrights, air-conditioning mechanics, pipefitters, and maintenance machinists. These orders were placed in statewide recruitment, and résumés were obtained. Arrangements were made for GE staff to interview at a number of ES offices in the State where such applicants were available. Through these joint ES–GE efforts, these orders were filled on schedule.

A considerable number of highly skilled developmental wiremen were also needed. Since these technicians were particularly difficult to find, GE had placed the order with a nationally known commercial employment agency. The agency was unable to produce any candidates.

When the order was received by the Norristown local office, it was placed immediately in inter area recruitment. Within a few days 42 referrals were made. GE hired the entire number of specialists needed.

The Norristown local office received an emergency order for some 40 candidates for janitorial work. The company asked for referrals to be made the next day. Requirements were for men of good character and good past work records who were interested in staying on the job. All had to pass security clearance.

Three other local offices were immediately contacted by telephone. The Norristown office remained open Friday evening for interviews and, on Saturday, referred 57 applicants. The Company hired the number needed.

A significant Employment Service contribution came when GE decided to use the DICTIONARY OF OCCUPATIONAL TITLES to inventory the various skills possessed by employees. The company borrowed copies of the Dictionary, and the local office provided training for GE staff.

The DOT proved a valuable aid. For example, when the company needed to find two "Sewing Machine Technicians" with industrial sewing machine experience for a 2-week period on a highly specialized rush job, company officials discovered, through use of the DOT classification system, two employees on the pay-

(*Continued on page 32*)

# The New DOT—Barometer of Job Change*

CARL A. HEINZ

**The new *Dictionary of Occupational Titles* (DOT) will contain about 22,000 jobs of which about 6,000 will be new to the DOT. Many of the 6,000 jobs will also be relatively new in the economy. The 1949 edition of the DOT and its supplement contained about 24,000 jobs. The shrinkage in the total number of jobs results largely from combining similar jobs or tasks into single job definitions.**

Technicians engaged in occupational analysis, the results of which form the nucleus for the DICTIONARY OF OCCUPATIONAL TITLES, often are asked what is to be learned about job changes in a first-hand scrutiny of the many thousands of jobs by which Americans earn a living. What is the impact of the strides made in science and technology? What changes are taking place in the structure of standard jobs? What are the new jobs? What jobs are disappearing? What jobs are most in demand?

There is, of course, no simple answer to any of these questions. For the most part, there are few outward changes. Basic occupations, such as engineers, scientists, carpenters, and bricklayers, remain essentially the same. The primary differences lie in the knowledge involved in performing the jobs; the materials, the tools, and machinery used; and the new skills that may be required.

We know that new jobs are coming into existence, but we do not know precisely when these jobs develop. We also know that some jobs are disappearing. These usually are the simpler types that involve processes replaced by automation, as well as the lower levels of supervision and management. We cannot say they are obsolete because people remain employed in these jobs. The significant change taking place is in the numbers of persons employed in different occupations, which offer clues to what jobs are most in demand and those for which demand is shrinking in our changing economy.

These are some of the factors that have come to light in compiling the forthcoming third edition of the DOT. The monumental task of conducting the research and assembling the material for the DOT dates back to the 1930's when the U.S. Employment Service was created under the Wagner-Peyser Act. At the time this Federal-State system began operations, there was no significant body of information about occupations. An interviewer in a local office of the public employment service had to develop his own information about jobs and give his own interpretation to the job titles he used on applications and orders. The same job might have different titles in different departments of the same plant; it might bear a different title in another locality. There was no common language for the exchange of information among interviewers within a local office or throughout the network of offices.

As one of its first acts, the new USES established a research program to study occupations in the U.S. economy. Fifteen field centers were organized in major communities, and more than 100,000 analyses of jobs were made in over 25,000 establishments. Analyzing a job meant watching a worker do his job and talking with him or his supervisor to determine what duties his particular job involved and what qualifications the worker needed to do his job well. These data provided source material for the preparation of a variety of occupational materials, and led to the publication, in 1939, of the first edition of the DICTIONARY OF OCCUPATIONAL TITLES.

As the first extensive compilation of job information for the American economy, the new Dictionary was a milestone. It was the first standardization of job titles along with the definition of what each job involved. In the years which followed, additional job analysis data were gathered, and a second edition of the DOT was published in 1949. A supplement to this edition was published in 1955. But these materials were largely additions to existing data rather than revisions.

When the third edition of the DOT is published, for the first time there will have been a complete restudy of its contents. In recent years, eight field centers have been organized in cooperation with as many States, and a program has been carried out to verify the contents of this DOT. More than 45,000 individual job studies have been prepared, and since some of the studies are based on observations in more than one establishment, the total number of observations made is over 75,000. In addition, for some time the State agencies have submitted thousands of reports (ES–282's) of jobs that their operating personnel could not find or classify in the DOT. These reports have added much information and have drawn attention to new occupational groups. For example, OCCUPATIONS IN ELECTRONIC

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*Carl A. Heinz is Chief, Division of Technical Development, Bureau of Employment Security.* **From a speech given at the 11th Annual Indiana Employment Security Institute, Indiana University. October 24, 1963.*

## Box A

### *Time Honored Meanings and Newly Minted Names*

**Science is constantly borrowing, combining, refurbishing its name words to create fresh labels for new discoveries and specializations. Some examples of current coinage are listed below.**

| | | |
|---|---|---|
| aerodynamics | electrophysiology | pharmacogenetics |
| aeromedicine | environmental biology | physical biochemistry |
| astrobiodynamics | genetic biology | prebiological chemistry |
| astrobiology | gnotobiotics | psychopharmacology |
| bioastronautics | health mathematics | quantum biology |
| biophysics | information theory | radiation biology |
| biodynamics | mathematical biology | radioautography |
| bioelectronics | medical electronics | solid state physics |
| biophysical mathematics | metabolic biology | space biology |
| biorhythmics | molecular biology | thermodynamics |
| biostatistics | neuropharmacology | underwater medicine |
| computer technology | nuclear physics | zymocrystallography |
| cytochemistry | oceanography | |

**From NEW CAREERS IN HEALTH SCIENCES by National Science Foundation, Public Health Service, and National Health Council.**

DATA PROCESSING SYSTEMS was published in 1959 as a result of such information. This material will be incorporated in the new DOT. In all, some 6,000 jobs new to the Dictionary will appear.

In preparing the new DOT, every effort has been made to give more definitive information with respect to the level of complexity of jobs. New to the DOT, also, is information about the significant aptitudes, interests, temperaments, and physical requirements of each job. There is a completely new classification system and occupational coding structure that should make the Dictionary easier to use. For the benefit of those accustomed to the 1949 occupational classification structure, conversion tables will be prepared to relate it to the new one.

### Impact of New Technology

With this wealth of job information now being assembled for publication, it is interesting to see how the DOT serves as a barometer of job change. The data reveal that changes have come about largely because of the new technologies, the greater emphasis on manpower utilization, and the use of new machines and equipment. Yet all these things are interrelated. The new technologies may result in new machines and equipment which, in turn, can have a direct result in changed personnel practices or improved manpower utilization. New jobs have been developed to utilize better the abilities of workers, and there is more all-around use of workers, such as using them interchangeably on all stations of an assembly line.

While the growth in scientific and technical knowledge is changing the subject matter content in many jobs and fields of work, it also is creating new jobs—for example, nuclear engineer, scanner, and health physicist. It has brought about increasing need for trained professional workers, and for the training and employment of technicians to work in support of engineers and scientists.

This growth is reflected in the new DOT. There are twice as many groups in the classification structure for professional, technical, and managerial occupations as in the previous edition. This is due largely to the changing importance of job groups over the past 10 years or more during which relatively obscure occupations, by virtue of expanding employment, have earned their own group identity. This trend is expected to continue. It is in the professional and technical occupations that significant changes in subject matter and scope of knowledge are taking place. There is some indication that the lines between various types of engineering jobs may be growing less distinct, and that some employers may prefer to hire graduates with a general engineering background and give specific training on the job. At the graduate level of study in science, there is a stronger tendency to combine several disciplines because of the many new discoveries and specializations. Box A illustrates some of the new scientific terms that reveal combinations of disciplines.

The most significant and widespread changes in occupations are caused by the introduction of new machines and equipment. These changes affect almost every area of activity—business operations, manufacturing, warehousing and transportation, agriculture, and agricultural services.

In business operations, electronic data processing has had the greatest effect on job changes. The equipment is used by banks, insurance companies, and many other types of commercial establishments, and by manufacturers for both management and production conrtols to handle and expedite transactions.

## Box B

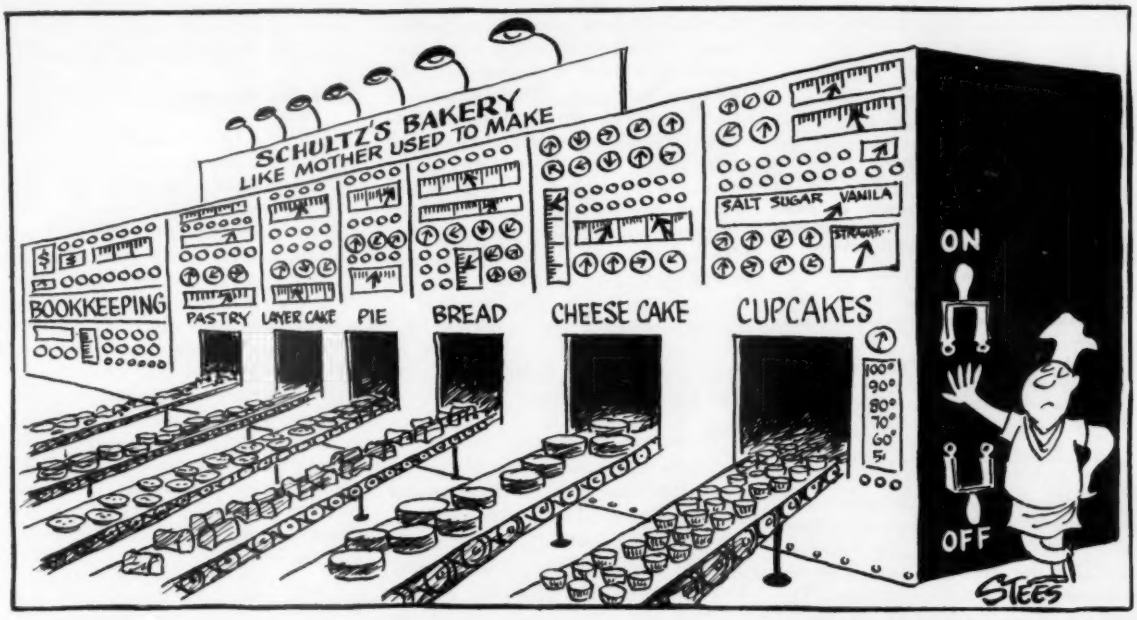
**ASPECTS OF ELECTRONIC DATA PROCESSING IN A BANK**

*Growth Jobs:*
- Programmer (profess. and kin.)
- Computer Operator (clerical)
- Data Typists (clerical)
- Coding Clerk (clerical)
- Tape Librarian (clerical)

*Declining Jobs:*
- Bookkeepers
- Clerks (of various kinds)
- Check sorter
- Interest clerk

### Effects of Automation

A striking example of the job changes that take place when electronic data processing equipment is installed is seen in what happened in a large bank we studied in collecting information for the new DOT (see box B). Among the numerous workers who had to take other assignments in the bank were 70 bookkeepers. But there were no layoffs, and eventually all of the employees were assigned to other jobs. An interesting point is that 2 years after the study took place the bank had increased its work force from 1,700 to more than 2,100 employees. Increased business was partly responsible, but most of the rise came about because the bank began to do contract work for department stores and




*Courtesy BALTIMORE EVENING SUN*

other accounts, processing their payrolls and other data.

While photo 1 illustrates the effects of automation in a humorous vein, it nevertheless tells quite a story. We have not yet found a plant automated to this extent, but the trend in this direction is fairly evident. The electronic equipment concerned with the business and accounting operations is capable of being supplied the necessary data to control daily production in keeping with factors that affect the daily consumption of a product. The number of persons required for a given amount of production is greatly reduced.

In manufacturing, many new types of machines utilizing better instrumentation, sensing devices, tape controls, more efficient materials handling, and other aspects of automation are changing the numbers and nature of jobs. So is continuous processing. An example of this is bread baking (see box C). Under the old method, batches of about 1,200 pounds of dough were mixed and allowed to rise for several hours. This process involved a large amount of space, equipment, and at least seven workers. In the continuous process method, the broth is fermented separately in several tanks at the same time. It is then fed into automatic equipment that carries out the process from mixing to panning, depositing an exact amount of dough in each pan. This method requires less space and only two workers. In some plants, the panel man controls the whole operation. The worker becomes for the most part an observer rather than a doer. He takes only those actions needed to keep the machines and equipment functioning fully.

### Tape Replaces Operator

Another type of change taking place is the use of tape controlled machining operations (see box D). Once the operator puts the tape on the machine, installs the specified tools, and checks certain steps in the operation, he can turn out an unlimited number of complicated machined parts simply by installing the workpiece and observing and monitoring the operation. The skills formerly involved in these machine shop jobs are transferred to their engineering, tool design, tape programing, and related activities.

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## Box A

### *Time Honored Meanings and Newly Minted Names*

**Science is constantly borrowing, combining, refurbishing its name words to create fresh labels for new discoveries and specializations. Some examples of current coinage are listed below.**

| | | |
|---|---|---|
| aerodynamics | electrophysiology | pharmacogenetics |
| aeromedicine | environmental biology | physical biochemistry |
| astrobiodynamics | genetic biology | prebiological chemistry |
| astrobiology | gnotobiotics | psychopharmacology |
| bioastronautics | health mathematics | quantum biology |
| biophysics | information theory | radiation biology |
| biodynamics | mathematical biology | radioautography |
| bioelectronics | medical electronics | solid state physics |
| biophysical mathematics | metabolic biology | space biology |
| biorhythmics | molecular biology | thermodynamics |
| biostatistics | neuropharmacology | underwater medicine |
| computer technology | nuclear physics | zymocrystallography |
| cytochemistry | oceanography | |

**From NEW CAREERS IN HEALTH SCIENCES by National Science Foundation, Public Health Service, and National Health Council.**

DATA PROCESSING SYSTEMS was published in 1959 as a result of such information. This material will be incorporated in the new DOT. In all, some 6,000 jobs new to the Dictionary will appear.

In preparing the new DOT, every effort has been made to give more definitive information with respect to the level of complexity of jobs. New to the DOT, also, is information about the significant aptitudes, interests, temperaments, and physical requirements of each job. There is a completely new classification system and occupational coding structure that should make the Dictionary easier to use. For the benefit of those accustomed to the 1949 occupational classification structure, conversion tables will be prepared to relate it to the new one.

### Impact of New Technology

With this wealth of job information now being assembled for publication, it is interesting to see how the DOT serves as a barometer of job change. The data reveal that changes have come about largely because of the new technologies, the greater emphasis on manpower utilization, and the use of new machines and equipment. Yet all these things are interrelated. The new technologies may result in new machines and equipment which, in turn, can have a direct result in changed personnel practices or improved manpower utilization. New jobs have been developed to utilize better the abilities of workers, and there is more all-around use of workers, such as using them interchangeably on all stations of an assembly line.

While the growth in scientific and technical knowledge is changing the subject matter content in many jobs and fields of work, it also is creating new jobs—for example, nuclear engineer, scanner, and health physicist. It has brought about increasing need for trained professional workers, and for the training and employment of technicians to work in support of engineers and scientists.

This growth is reflected in the new DOT. There are twice as many groups in the classification structure for professional, technical, and managerial occupations as in the previous edition. This is due largely to the changing importance of job groups over the past 10 years or more during which relatively obscure occupations, by virtue of expanding employment, have earned their own group identity.

## Box B

**ASPECTS OF ELECTRONIC DATA PROCESSING IN A BANK**

*Growth Jobs:*
- Programmer (profess. and kin.)
- Computer Operator (clerical)
- Data Typists (clerical)
- Coding Clerk (clerical)
- Tape Librarian (clerical)

*Declining Jobs:*
- Bookkeepers
- Clerks (of various kinds)
- Check sorter
- Interest clerk

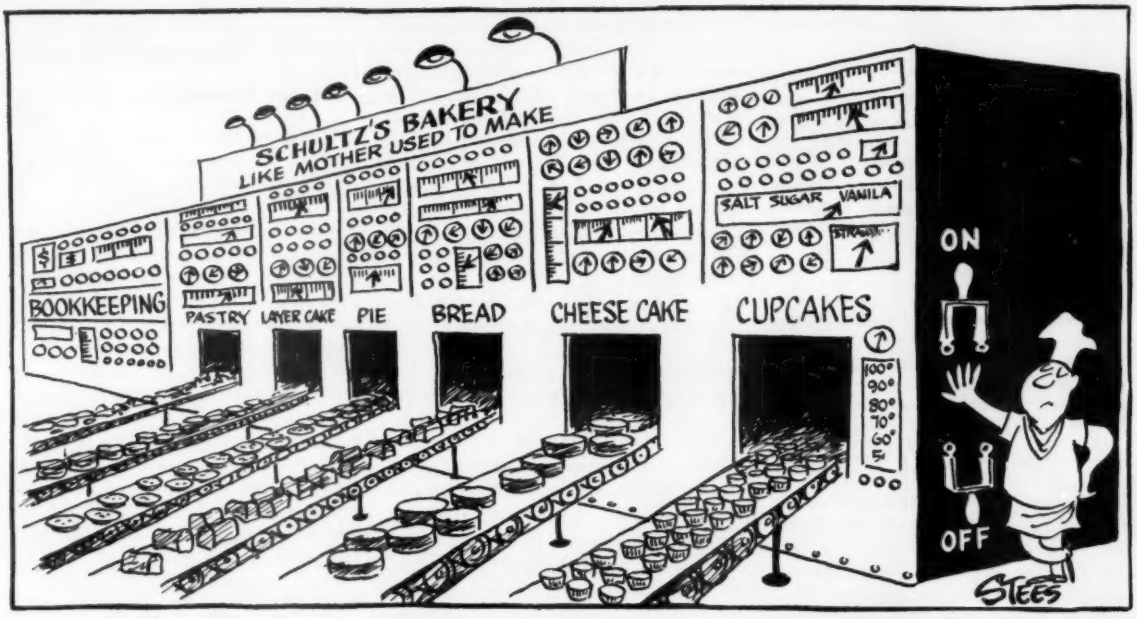
This trend is expected to continue. It is in the professional and technical occupations that significant changes in subject matter and scope of knowledge are taking place. There is some indication that the lines between various types of engineering jobs may be growing less distinct, and that some employers may prefer to hire graduates with a general engineering background and give specific training on the job. At the graduate level of study in science, there is a stronger tendency to combine several disciplines because of the many new discoveries and specializations. Box A illustrates some of the new scientific terms that reveal combinations of disciplines.

The most significant and widespread changes in occupations are caused by the introduction of new machines and equipment. These changes affect almost every area of activity—business operations, manufacturing, warehousing and transportation, agriculture, and agricultural services.

In business operations, electronic data processing has had the greatest effect on job changes. The equipment is used by banks, insurance companies, and many other types of commercial establishments, and by manufacturers for both management and production conrtols to handle and expedite transactions.

### Effects of Automation

A striking example of the job changes that take place when electronic data processing equipment is installed is seen in what happened in a large bank we studied in collecting information for the new DOT (see box B). Among the numerous workers who had to take other assignments in the bank were 70 bookkeepers. But there were no layoffs, and eventually all of the employees were assigned to other jobs. An interesting point is that 2 years after the study took place the bank had increased its work force from 1,700 to more than 2,100 employees. Increased business was partly responsible, but most of the rise came about because the bank began to do contract work for department stores and




*Courtesy BALTIMORE EVENING SUN*

other accounts, processing their payrolls and other data.

While photo 1 illustrates the effects of automation in a humorous vein, it nevertheless tells quite a story. We have not yet found a plant automated to this extent, but the trend in this direction is fairly evident. The electronic equipment concerned with the business and accounting operations is capable of being supplied the necessary data to control daily production in keeping with factors that affect the daily consumption of a product. The number of persons required for a given amount of production is greatly reduced.

In manufacturing, many new types of machines utilizing better instrumentation, sensing devices, tape controls, more efficient materials handling, and other aspects of automation are changing the numbers and nature of jobs. So is continuous processing. An example of this is bread baking (see box C). Under the old method, batches of about 1,200 pounds of dough were mixed and allowed to rise for several hours. This process involved a large amount of space, equipment, and at least seven workers. In the continuous process method, the broth is fermented separately in several tanks at the same time. It is then fed into automatic equipment that carries out the process from mixing to panning, depositing an exact amount of dough in each pan. This method requires less space and only two workers. In some plants, the panel man controls the whole operation. The worker becomes for the most part an observer rather than a doer. He takes only those actions needed to keep the machines and equipment functioning fully.

### Tape Replaces Operator

Another type of change taking place is the use of tape controlled machining operations (see box D). Once the operator puts the tape on the machine, installs the specified tools, and checks certain steps in the operation, he can turn out an unlimited number of complicated machined parts simply by installing the workpiece and observing and monitoring the operation. The skills formerly involved in these machine shop jobs are transferred to their engineering, tool design, tape programing, and related activities.

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## Box C

**BREAD BAKING**

**Jobs for Continuous Process:**

**BROTH MIXER (bake. prod.) 6–02. Tends flour sifter and vats to mix fermenting, oxidizing, and shortening solutions.**

**PANEL MAN (bake. prod.) 6–02. Dough mixer. Controls semiautomatic equipment from control panel. Mixes, kneads, divides, and pans bread dough prior to baking.**

**Jobs for Batch Process:**

**DOUGH MIXER (bake. prod.) 4–01. Mixes various ingredients by machine to make dough.**

**DIVIDING MACHINE OPERATOR (bake. prod.) 6–02. Divides dough by machine into lumps of specified weight preparatory to baking.**

Furthermore, in some instances, by the use of closed circuit television, the console operator can supervise visually the conveyer operation in various parts of the warehouse. The use of closed circuit television is growing in various industrial operations. For example, it is being used in the remote control operation of a steam power plant by a single operator, who also monitors the exterior of the building in admitting authorized visitors.

### Mechanizing Farm Jobs

In agriculture, the introduction of machines and equipment has brought many changes in the nature of work done by farmhands. The method of harvesting the crop or product is a vital factor. For example, cranberries were first picked by hand; then, in 1946, a suction-type picking machine was introduced. Later, in 1959, a scoop machine came into use. This machine is guided like a potato digger or lawn mower. Such innovations have considerably reduced the need for hand labor.

Another change which may have significant effect on agricultural jobs in the future is in vegetable harvesting. Traditionally, farmhands worked as a crew, harvesting and hauling the vegetables to a packing-shed where the products were washed, cleaned, and packed for shipment. A new method is for this work to be done in the field. The farmhands work in crews assigned to machine harvesting equipment which usually is a truck or tractor equipped with an outrigger. The vegetable is harvested, and farmhands on the outrigger trim, wash, wrap, and pack the vegetable. The boxed or crated products are stacked on the truck and hauled directly from the field to the shipping point. This method is not yet in widespread use. However, some vegetables, including carrots, lettuce, and celery, are harvested in this manner on a limited basis.

### New Technology Calls For Constant Training

These are, of course, only a few examples of changes constantly taking place that have a direct effect on the nature of jobs. In our thousands of job studies we found that many occupations do not change outwardly. But the knowledge involved in performing the jobs changes steadily as the new technologies unfold. The worker must keep abreast of the changing conditions that affect his ability to do the job. He must continue to study the subject matter of his field, learn characteristics of new materials, tools, and machines, or develop new skills. The sharp rise of professional, technical, and managerial jobs in the new DOT indicates the economy's growing demand for more education and skill. The disappearing jobs are those of a simple, often menial, nature that require little education.

Many of the new jobs are concerned with overall operations, such as console operators or panel men. Once the machine or equipment is set in motion, the operator becomes an observer. But he must know what to observe. Some of these jobs require less skill and knowledge; others may require at least some knowledge of electronics to keep the machines operational. However, many workers whose jobs have been taken over by automation can be retrained easily to handle the new jobs. The job studies also revealed that, while employment may decrease when new equipment is first installed, later there may be an increase due to growth in demand and production.

### Tool For Research

The new DOT, completely revised and with every job verified and explicitly defined, should prove an invaluable tool not only in placement but in facilitating research to determine the dimensions and effects of technological change on employment. And the DOT is a continuing process. As soon as the third edition went to press, work began immediately on preparing for the next edition.

With the accent today on building manpower, on fuller use of human resources, and on developing an active labor market policy, the DOT should serve as a highly useful barometer of trends in the occupational demands of the Nation's changing labor market.

## Box D

**MILWAUKEE-MATIC OPERATOR (mach. shop). Tends tape controlled machine that reams, mills, taps, drills, and bores metal castings: Fastens casting in holding fixture at position indicated on process sheet. Inserts specified preset cutting tools in rotary tool magazine. Positions control tape in machine at zero position on tape.**

**DRILL PRESS OPERATOR (Tape Control) (mach. shop). Tends tape controlled, turret type drill press which automatically positions indexing table, selects tool, and drills, reams, and taps metal castings: Installs holding fixture on indexing table of machine and control tape in reader at zero point indicated on process diagram.**

**EXPERIMENTAL MECHANICS I (aircraft mfg.)**

**ROCKET-ENGINE MECHANIC (aircraft mfg.). Sets up and operates machines, such as milling machines, lathes, drill presses, and power saws, to machine parts for experimental liquid or solid fuel rocket engines and assembles parts into completed units, following specifications: Measures parts for conformance to specifications, using calipers and micrometers. Assembles parts into completed units, such as valves, injector heads, and pressure vessels, using handtools. Operates vacuum pressure testing equipment to test assembled units for air leaks. May be designed according to specialization as ROCKET-ENGINE MECHANIC, LIQUID (aircraft mfg.); ROCKET-ENGINE MECHANIC, SOLID (aircraft mfg.).**

## Technical Specialists Available for Nondefense

The labor market for engineers and scientists became more favorable toward the end of 1963 and in early 1964. In the 30 major areas surveyed regularly by the U.S. Employment Service and its affiliated State services, the supply of these workers dropped 13 percent between May and November 1963, while new orders from employers increased over 6 percent.

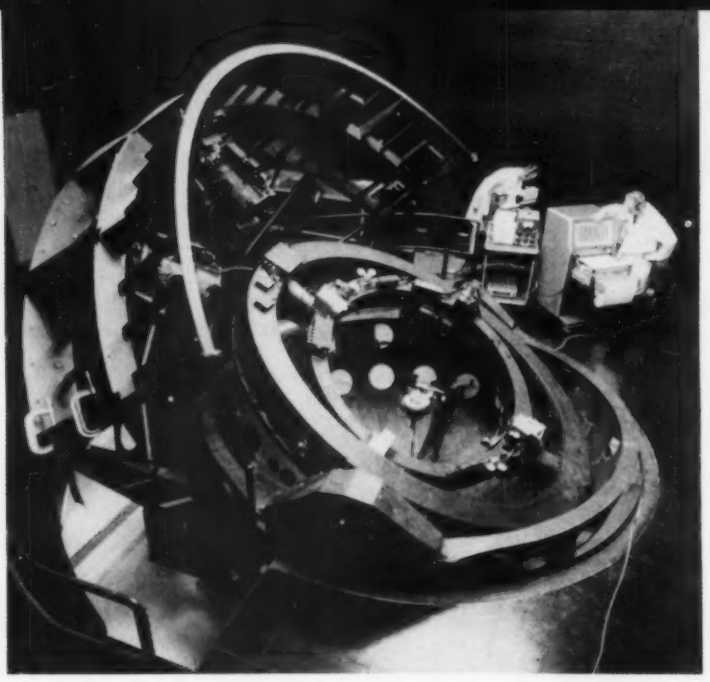
The long-standing critical shortage of such technical manpower had eased during the early months of 1963 as a result of major layoffs in defense-oriented industries. Highly specialized workers became available to meet the needs of rising nondefense production. Many of the well qualified had no difficulty finding similar jobs in durable goods industries, particularly among aircraft, automotive, metals and machinery producers, and in booming construction activity.

Nevertheless, as layoffs in Government-contracted defense and space-related industries continued into 1964, the labor market for highly technical manpower was relatively loose. Interarea recruitment through State employment security agencies for jobs that were hard to fill locally continued to drop. More than three applicants sought Employment Service help for every unfilled job held. In mid-1962, there had been less than two applicants for each job, but at that time expanding defense and space research needs and the demands of the 1961–62 economic recovery were at their height. During the 1961 business slowdown, however, there had been five applicants for each unfilled job. This ratio is not an actual demand-supply measure but it is an indication of the relative activity in the labor market.

A vigorous civilian economy moderated the sharp decline in demand for technical manpower in defense-related industries during most of 1963. Near-record auto production, rising steel output, and growth among fabricated metals establishments stimulated demand, particularly for engineers and draftsmen, during the second half of the year. Greater strength



727-360 O—64——5



*A space flight simulator which is linked to computers to put missile and space guidance systems through simulated orbital flights.*

in the aircraft industry, coupled with lesser gains among farm machinery, computing machine, and instrument-making establishments were also sources of job opportunities. Although requirements of space and missile programs were below the 1962 period, they remained a significant proportion of total demand. Additional needs developed in more conventional defense programs and construction activity also stepped up during the latter part of 1963, with an unusually long season in many areas.

The current relaxation in demand is largely due to cutbacks in defense projects and completed staffing for some aerospace programs. This inhibited the absorption of substantial numbers of technical workers released by major electronic and aircraft establishments terminating work on projects such as the Skybolt, BMEW, and ICBM systems.

### Electronics Affected

Electronics specialists were most seriously affected by the changed emphasis in demand during 1963. Electronics engineers—in critically short supply during the aerospace and defense buildup early in 1962—were in mild surplus in late 1963 in a number of areas. East coast centers such as Boston, New York, and Philadelphia reported difficulty in placing well-qualified applicants. Many employers seeking electrical engineers in the more conventional light and power, electrical machinery, and related fields were reluctant to hire electronic experts who had specialized in defense-oriented research and development programs. Most of these areas reported intensive recruitment by company representatives, with some success, of well-qualified engineers from other parts of the country. In Los Angeles, however, the surplus of specialists from the Skybolt layoff was quickly absorbed into the area's missile-space-electronics complex and, by the end of 1963, unfilled jobs were well above year-earlier levels.

The supply-demand pattern was the same for draftsmen specializing in electronics-related functions. These specialists were in surplus toward the close of 1963 in Baltimore, Boston, New York, Philadelphia, San Francisco, and Seattle. But in Los Angeles-Long Beach, the marked over-supply of last spring had virtually disappeared by year's end because of stepped-up recruitment for the Apollo program, a recovery in aircraft, and continued gains in other durable goods industries.

In the closing months of 1963, the supply of industrial engineers and industrial technicians also remained inflated because of defense layoffs. Many industrial engineering applicants were production-trained, while some were experienced in sales and related business operations, and could not meet the more stringent hiring specifications to which employers adhered in the looser labor market for these workers. Also industrial technicians seeking jobs found that demand had shifted to other specialities.

### Mechanical Specialties in Demand

The most favorable turn in the second half of 1963 was in the mechanical engineers' job market, mostly from openings generated by added activity in the durable goods sector. Plant modifications called for experts in heating, ventilation, air conditioning and power distribution; recent step-ups in aircraft prototype development and production called for expansion in mechanical engineering staffs; demand for mechanical engineers in

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*This article summarizes a semiannual analysis of labor market conditions for engineers, natural scientists, draftsmen, and laboratory technicians. It is based on reports from affiliated State employment services on current conditions in 30 major labor market areas; on statistics on job openings for selected engineering, scientific, and technical occupations placed in interarea recruitment by public employment offices throughout the country; and on information obtained from various government agencies, professional societies, and other sources. Statistical references are based on employment service activity only. The complete report on the latter half of 1963 and early 1964, "Current Labor Market Conditions in Engineering, Scientific, and Technical Occupations, March 1963," is available on request to the Branch of Skill and Industry Surveys of the U.S. Employment Service, U.S. Department of Labor, Washington, D.C., 20210.*

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missile and spacecraft industries remained significant. The ratio of mechanical engineering applicants to job openings in the reporting areas dropped from nearly four to one in May 1963 to just over two to one a half year later.

Similarly, properly qualified draftsmen seeking jobs during the latter half of 1963 entered a brisk and fluid market. Applicant supply in the reporting areas, inflated by defense-related layoffs, dropped 20 percent between May and November. Nevertheless, unfilled orders for draftsmen, as measured by the Employment Service activity, remained relatively unchanged. Major declines in demand for draftsmen were primarily associated with the changes in aerospace and defense activities, while advances in durable goods helped support total demand. Tighter labor markets for draftsmen developed in inland cities such as Chicago, Cleveland, Detroit, Milwaukee, Minneapolis, and St. Louis.

### Natural Scientists

The labor market for natural scientists returned to the lower levels of 1961, when demand for these specialized personnel was not as active as during the missile and space buildup of the following year. Bulk requirements for mathematicians, physicists, and chemists for missile and space programs almost disappeared, but critical needs for well-qualified experts in these fields could not be readily filled. The mismatching of employer requirements and applicant skill levels was characteristic of the labor market. In addition, problem occupations varied by area, from needs for bacteriologists and biologists in New York to physicists and geophysicists in California.

*—Branch of Industry and Skill Surveys, USES.*

# Professional Service for the Technician

PAUL R. BRANNAN and RICHARD W. WHINFIELD

**In a world of new inventions and technical processes, technicians are essential supporting personnel to trained professionals. Techniques and procedures are being developed to provide professional placement services for them.**

Early in 1961, the director of the State Board of Vocational, Technical, and Adult Education approached the director of the Wisconsin State Employment Service with a request to expand placement service on a statewide basis for graduates of the 2-year, post-high school technical institute programs. District offices of the Wisconsin State Employment Service and community vocational schools had a long history of close cooperation in giving service in training and placement of vocational school students. However, the technical institute programs were new in many communities.

At that time, eight communities in Wisconsin offered technical institute programs, and interest was stimulated by the success of a cooperative placement program in Wausau. Technical institute graduates of the Wausau School of Vocational, Technical, and Adult Education were all registered with the Wausau district office of the Wisconsin State Employment Service, utilizing a specially designed brochure.

Tremendous economic growth, rapidly changing technology, and increased emphasis on research and development since the end of World War II had brought an unprecedented demand for persons qualified in engineering, science, medical, and other professions. A continuing shortage of graduate engineers and scientists in industry, government, and education had created a pressing demand for technically qualified supporting personnel. While many high school graduates did not plan to continue their academic training at college level, they did need opportunities for post-high school training.

To meet this need, the Wisconsin Schools of Vocational, Technical, and Adult Education established post-high school technical institute programs. The technical departments were assigned the task of combining technical training with general education. They were to be responsible for preparing young people to live in

*Paul R. Brannan is Supervisor, Professional Placement Division, Wisconsin State Employment Service. Richard W. Whinfield is Assistant to the Director, Wisconsin Schools of Vocational, Technical, and Adult Education.*

New equipment is provided for students in a machine design technology course at the Kenosha Vocational and Technical School.

a world of new inventions and technical processes, to achieve greater success in the satisfaction of human wants, and to meet new demands for competence in citizenship and community living.

The Wisconsin State Legislature added dignity to the program and gave students an incentive to complete the training by authorizing local boards of vocational, technical, and adult education to grant associate degrees in areas designated by the State board to students who successfully completed 2 full years of technical level post-high school instruction. Courses designed to prepare the student for entrance into technical level occupations were evaluated by committees appointed by the State board and had to meet requirements established by the board.

The directors of the board and the State employment service agreed that a technique similar to that available to professionally qualified applicants should be developed for serving graduates of the technical institute programs. During the latter months of 1961, staff members of both agencies prepared a cooperative program for the placement of these students. The program was adopted in June 1962.

The procedures are not elaborate, but they have proved effective. Distinctive brochures, entitled "Confidential Credentials," are prepared to promote the placement of technicians, especially through interarea recruitment and mail referral. While the format of the technician's brochure is different from that used for professionally qualified applicants, the placement objectives are the same. Functional supervision of the activity is the responsibility of the professional placement division, and technicians receive the same referral and job development service offered to fully qualified professionals.

The community vocational and technical school refers interested and qualified students to the nearest district office of the Employment Service for registration. The school also furnishes a student rating and recommendation sheet and an official transcript of credits to the district office. Students are then interviewed and a complete registration is prepared on a standard application form. Most registrations are completed individually at the district office; but, if desirable, registration for students can be arranged at the vocational school.

**Latest equipment devices and instructional techniques are used in a data processing class at the Kenosha Vocational and Technical School to prepare students for entry into a demand occupation as technicians.**

The application must include job and location preference, record of significant employment, military record, and comments on the applicant's vocational goal. If the district office has suitable job openings, the applicant may be referred immediately. If not, the application card, rating and recommendation sheet, and transcript of credits are forwarded to the State administrative office for preparation of the brochure. Two copies of the brochure are returned to the applicant-holding office—one copy for its use and the other for the vocational school. The master copy is maintained at the State administrative office for central file selection and referral.

The qualifications of each technician are checked against the central clearance order file and the Out-of-State Inventory of Job Openings, and appropriate referrals are made. In addition, job development efforts are directed to selected areas throughout the State.

It is too early to judge the full effectiveness of the program. The demand for technicians is increasing, and three additional community vocational and technical schools have received approval of their programs. Enrollments in the degree program for the 1963–64 school year were over 7,800 students—3,031 full-time and the others part-time. While the number of students registered is small in comparison to overall activities of the WSES, placement results have run more than 30 percent of those registered.

The success of this "grass roots" program will be determined by the day-to-day working relationships established between community vocational and technical schools and local employment offices. With additional impetus supplied by the Vocational Education Act of 1963, the Wisconsin program will unquestionably expand. Under provisions of the act, cooperative agreements are clearly defined; funds for construction, school facilities, teacher training, and developmental and pilot programs will become available. Wisconsin has a head start! It hopes to maintain its lead in providing a "Professional Service for the Technician."

## Small Offices Do Big Job

(*Continued from page 24*)

roll who had this skill which could be put to use immediately in the emergency. Another example occurred when an experienced fireman was needed; the DOT again was an aid in locating a qualified individual immediately.

These are but a few examples of the cooperative efforts of one ES office and one employer which have resulted in successful staffing of a new facility, but they illustrate the kind of job that can be done. GE officials at Valley Forge estimate that the Employment Service helped them obtain between 30 and 40 percent of the supporting personnel at the Center. This, they say, is an excellent average in a venture of this nature.

Area communities also are benefiting from these joint efforts. ES and GE personnel both participate in career conferences in area schools. Using the Space Technology Center as a symbol of employment opportunities of the future, students are urged to remain in school to complete their high school education and to go on for technical training whenever possible.

Sir:

I would like to bring a special problem to your attention in the hope that you may be able to be of some help. This problem concerns the availability of employment for discharged psychiatric patients.

Many of our patients upon leaving the hospital find themselves unable to obtain appropriate employment possibilities. Many of them find themselves having to use subterfuge to cover the fact that they have had psychiatric treatment. A number of experienced people in the field have told me that it is easier to place a convict than a former psychiatric patient.

We have worked closely with the Director of the Colorado State Department of Employment to develop some special programs to help our patients. He has been most cooperative in this. However, I wondered if there were any other possibilities for working on this in special areas.

Alan M. Kraft, M.D.

*Director, Fort Logan Mental Health Center, Denver, Colo.*

*The problems encountered in seeking employment for applicants with a history of mental illness are difficult but a start has been made in placing this group of applicants. Such placements require close cooperation between the hospital staff and counselors or placement interviewers of the local employment service office. Arrangements for such cooperation are worked out at State and local office levels.*

*The increasing need for more placement services for the mentally restored has stimulated local offices to make arrangements for special services for this group. For example, an employment counselor from the local employment service office becomes a member of an evaluation team made up of hospital staff and other community agency representatives involved. This team meets to appraise readiness for employment of selected patients at the hospital. The employment counselor with the assistance of the local office then provides the special service of soliciting prospective employers and exposing the applicant to job openings on file in the local office. In other local offices, the employment service counselor may work as a partner with a vocational rehabilitation counselor who spends part of his time at the mental hospital.*

*The Employment Service is geared to the placement of persons able to function in a competitive labor market—this, of course, includes the handicapped. It is understood that there are persons who need employment which might be considered therapeutic or stop-gap until they are able to carry normal responsibilities. Experience indicates that these persons require considerable staff time in order to provide the subsequent placement and followup services, including additional counseling . . .*

*Correct placement information can be relayed to responsible placement people in communities, which are at a considerable distance from the hospital where the patient has been treated, by the employment counselor in the community in which the mental hospital is located, to the local office serving the community to which the patient is returning.*

★ ★ ★

Sir:

For the selection of military personnel the Royal Netherlands Navy uses an aptitude battery of power tests, taking more than 3 hours of testing time. We are not very happy with that, especially because we know that there are at this moment some batteries of speeded tests in use, taking a much shorter testing time, as for instance the GATB.

We are working on a battery of speeded tests, which we shall use together with our power battery for some time to be able to equate the validities of both for our criteria. We hope to be able to make a good choice for a shorter battery within 2 years.

We developed some of these short tests ourselves, as for instance a clerical speed test, a numerical test, a tools test, and a closure test.

On the basis of litterature data and personnel information we should like very much to use three GATB-subtests, namely

B–1002—Three Dimensional Space, form B;

B–1002—Tool Matching, form B; and

B–1002—Verbal, in the Dutch version of the psychological service of the Royal Netherlands Blastfurnaces and Steelworks, Ltd.

We already had contacts with the head of the Psychological Service of the Royal Netherlands Blastfurnaces and Steelworks. He willingly gave us his permission, as far as that belongs to his competence.

So our request to you is to give us permission to make use of these three GATB-subtests. If you are interested in our validation data for those tests, we shall be glad to inform you of these as soon as we have gathered them.

Thanking you in advance for your reply, I remain,

Dr. D. Langelaar

*Commander, Head of the Personnel Research Branch*
*Bureau of Naval Personnel*
*Netherlands Admiralty*

★ ★ ★

Sir:

The preharvest estimates of the apple crop in the State of Washington had an impact on the producers, particularly in north-central Washington. They were immediately concerned as we all were with the potential source of harvest labor. The clearing house, which represents all of the growers in this area on all matters pertaining to production, harvest, and marketing, served as the focal organization to insure an adequate labor supply.

We turned to your department* and asked for a representative to meet with industry leaders to discuss this

*The Washington Employment Security Department.

important matter. As a result, your Chief of Farm Placement not only met with our group to obtain their thinking and counsel, but assured us that his department would direct its efforts toward meeting our requirements. He made frequent visits to the area . . . he evaluated the needs in relationship to the crop and worked very closely with our Farm Labor Committee . . . My prime purpose in writing you is to express our appreciation for the services and efforts put forth by the Washington State Employment Service and all its local offices. At the same time I think it is gratifying to review the results obtained through the cooperative efforts of groups and agencies engaged in a common problem. By reason of the success of this cooperative effort we contemplate carrying out and effectuating the same program in succeeding years. When I express my appreciation I am doing so in the interest of the apple growers in north-central Washington . . .

For a week or 10 days prior to harvest there was a surplus of labor in the area which was the fault of no one, but it did create a problem of feeding these transients. Our farm Labor Committee directed a plea to industry leaders and growers to contribute to our Salvation Army which in turn was enabled to feed these men more extensively and, in fact, sufficient to hold them in the area during a period of delayed harvest as growers awaited color and finish . . .

Leo E. Lowe

*Manager*
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EMPLOYMENT SERVICE REVIEW

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# Roswell Plans Its Future

Roswell, N. Mex., is looking into the future. At this time, the Walker Air Force Base is a major influence on the area's business and employment climate. On the possibility that this local defense establishment might be curtailed or closed altogether, the community is looking down the road 5 or 6 years hence in an effort to brighten its economic future through an active program of industrial expansion.

The Roswell, N. Mex., Planning Workshop, or Operation Roswell Phase I, as it is called, was designed to enable an aggressive business community, with the advice of local, State, and Federal Government officials, to plan ahead. During the course of the seminar, the Roswell area underwent a self-assessment that was thorough and complete.

Plans for the seminar and workshop orginated in the Community Economic Development Committee of the Roswell Chamber of Commerce. After a study of the community picture, it was decided to go to the business community for ideas and suggestions on urban land use, industrial development, human resources, agriculture, water resources, oil, gas, and minerals, tourism, highways, and recreation.

On September 27, 1963, the entire group gathered in the auditorium of the Walker Air Force Base in Roswell for an all-day conference. During the morning, each topic was discussed in the general session. The individual workshops, with outlines on each topic gained from the morning session, then went to work to prepare action programs. These programs designated responsibility and determined starting dates, the help that would be needed and the sources from which it could be obtained.

The workshop on human resources studied Roswell's labor force characteristics and manpower problems, the need for vocational training and retraining, and the availability of training facilities. The basic local manpower material used by this group was prepared and presented by the Roswell Employment Service Office.

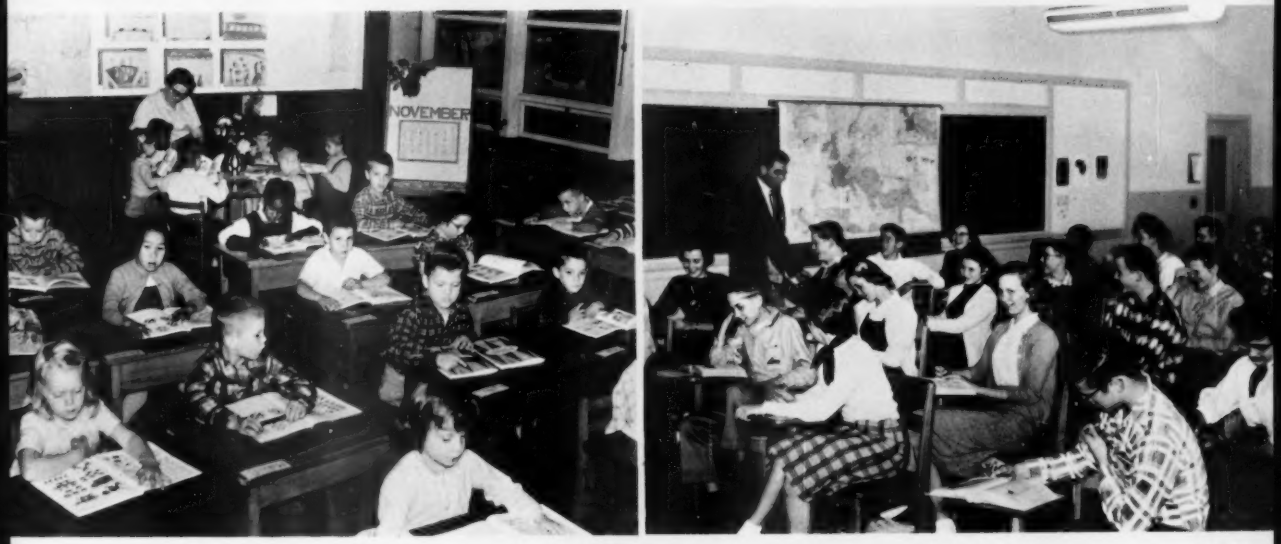
At the close of the seminar, during the report of the workshop on industrial development, a plant location consultant stressed the point that an employer's decision on a plant location hinged to a great degree on the speed with which a community responded to requests for information. He also recommended that the Chamber of Commerce initiate a study of advanced manpower training programs—local, State, and Federal—so that the community would be prepared to provide "up-to-the-minute" technical training.

Other workshop committees reported on programs designed to strengthen the local economy. The group studying agricultural activities reported on efforts to acquire a capital commitment for a $20 million sugar beet mill to provide another cash crop for the Pecos Valley. The water resources group gave a detailed report on what might be done to improve the area's water picture. The oil and gas workshop recommended a petroleum-chemical industry for the Roswell area.

Roswell's foresighted p l a n n i n g might well be adopted by other communities that are currently experiencing good economic conditions to assure their continuation. It may be easier to maintain a good economy than to recover one after an unfavorable situation has developed.

The Roswell local employment service office's experience clearly shows that local offices must be community - employment - development conscious and work closely with representative area economic development groups. Simplified, accurate, nontechnical manpower information must be funneled to community leaders and groups so that the employment service local offices will be of maximum assistance in projecting community plans for economic and employment development.

—GEORGE J. SMITH, *U.S. Employment Service.*




**The Connecticut Advisory Committee helps set standards for teacher selection.**

# Connecticut's Teacher Placement Advisory Committee

In 1960, the Connecticut State Employment Service reviewed its efforts to develop an effective teacher placement service as it was dissatisfied with the results. Something more was needed. Since teachers and education administrators had repeatedly voiced a need for such a service, the Employment Service took its problem to the educators for advice and help.

A "brainstorming" session was held with representatives of the Connecticut Department of Education to iron out difficulties and plan a new approach. The most important outcome of the meeting was the decision to form a Teacher Placement Advisory Committee.

The membership of the new committee would include representatives from the following State agencies: Department of Education—Teacher Certification, Association of Public School Superintendents, Association of Secondary School Principals, Association of Elementary School Principals, Education Association, and Federation of Teachers.

Quick acceptance of committee membership by leading educators served to draw widespread attention to the new approach by the Employment Service toward launching an effective teacher placement service.

A rapid-fire series of workshop sessions with the new committee brought a number of recommendations which the Employment Service was quick to implement.

A Teacher Placement Unit was established at the CSES State headquarters to serve as a centralized clearinghouse for teachers and school hiring officials. This replaced previously independent action by local offices with applicants and boards of education. With the help of the Advisory Committee, teacher application and reference checking forms were revised, and new procedures were set up. Teacher groups gave extensive publicity to the revitalized service.

Under the informed and vigorous guidance of the Advisory Committee, placement effectiveness showed a dramatic rise from the 50 placements in 1960 to 591 in 1963.

A number of unsolicited statements from school hiring officials and teachers' associations have brought high commendation for the effectiveness of the Teacher Placement Unit. Participation by education representatives in the planning provided the needed assurance that the Employment Service understood their needs; endorsement of the service by the educators gave the needed impetus to gain immediate acceptance. Sustained effort and enthusiastic cooperation of the Teacher Placement Unit have maintained the high level of efficiency.

—Gladys Joll, *State Supervisor of Teacher Placement, Connecticut Employment Security Division.*

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### Don't Look for Jobs in Alaska

*Alaska Employment Security Administrator Robert W. James urges jobseekers from other States to remain at home until definite job offers are made. The State had heavy unemployment in all skills prior to the earthquake; local residents will be employed first. Further, no housing is available in affected areas. Any needed recruitment will be conducted through the public employment service.*

# Convention Placement Service

A newer type message center replaces the less efficient message board.

## Decade of Progress

**Continued development and present standards of the Convention Placement Service reveal high-level professional competence and willing teamwork that have made it a major professional recruiting facility.**

Historically the annual meetings of professional societies have been the scene of a great deal of professional recruiting. This recruiting generally occurred as a haphazard process in hotel hallways and meeting places.

About 12 years ago, a few of the professional associations sought the assistance of the U.S. Employment Service in bringing some order to this important activity. Cooperative agreements were worked out providing that, on request, the U.S. Employment Service and the affiliated State agencies would provide professional placement services at the site of the annual meetings. The associations, on their part, would encourage use of the local employment service offices by their members on a continuing basis.

Among the early trailblazers of this unique type of placement service were the Washington, D.C., Center and the States of California, Missouri, Ohio, New Jersey, and New York. These States laid a foundation from which the present highly dynamic service has evolved a decade later.

The early services were beset with many problems. One of the early pioneers recently remarked, "We were operating in hotel suites with limited staff. Our interviewers were subjected to situations in which hundreds of applicants and employers came to our centers almost at once. We simply had to develop new techniques and methods to handle the huge volume." As late as 1962, many of our convention placement centers were plagued with bottlenecks and long lines of applicants and employers.

In the spring of 1962, the national office organized a task force to study convention placement service. Its

(*Continued on page 57*)

Registration center at the meeting of the Society for Public Administration in Washington, D.C.

# Building Employer Relations

**The effective and efficient operation of the Convention Placement Services brings rewarding results in new employer contacts and the strengthening of old ties in employer relations.**

The exciting and dynamic program for providing convention placement services to professional associations at annual meetings or national conventions brings rewarding and satisfying results in employer and applicant relations. The program opens up opportunities to bring the local professional office to a large group of applicants and employers.

The Professional Placement Center in Washington, D.C., operated four convention placement services from August 1962 to April 1963. Typical of this activity was the one provided to the Society for Public Administration in April 1963. The Society has a membership of 6,000, representing all levels of government, program responsibility, and administrative interest. The meeting was attended by Federal, State, and local government administrators, teachers, researchers, consultants, civic leaders, and students.

The first step was an Employment Service Program Letter issued by the Bureau of Employment Security in November 1962 to all State employment security agencies, announcing participation in the annual meeting of the Society. The Society publicized in all of its promotional materials the cooperative arrangement made with the Employment Service to provide a placement service for members and urged member employers and applicants to list their needs with their nearest local Employment Service offices. The Professional Placement Center in Washington, D.C., mailed 1,600 notices inviting participation to Federal agency personnel offices and to private employers identified as users of personnel in the occupational categories of members of the Society. The mailing was followed up in all employer relations activities carried

(*Continued on page 51*)

# They Don't Know What They Want

JEAN LANDEAU and ALICE ENGLISH

**Recent graduates, especially those with a liberal arts background, may not be ready to make final career choices. An employment service function is to help them get in motion in the job world.**

Walter Future, 21, a recent college graduate with a B.A. degree, a major in history, and a minor in sociology, walked into the Professional Placement Center in New York City. He sat down with Mr. Present, a counselor in the Career Planning Unit. They talked about his schooling, his summer jobs, and what he likes and dislikes. Then Mr. Present said, "What do you think you would like to do?" "I don't know," Walter replied. Who can blame Mr. Present for the fleeting thought that it would be so much easier if young jobseekers knew what they wanted. "I'd like to make a lot of money," offered Walter. And a little later, "I'd like an interesting job where I can work with people." "Unrealistic, immature, wants to be chief before he is an Indian, doesn't know what he wants to do," say the recruiters, the employers, the parents, the world.

He wants an interesting job. Why should he want an uninteresting one? He wants to help people. In an increasingly mechanized world, isn't this an impulse to be nurtured? He wants to make a lot of money. Surely this is a major value in our world. He doesn't know what he wants to do. Why should he at 21?

Walter is asking us for something. For 2 years the Professional Placement Center in New York City has been trying to define that something and how best to provide it. In these 2 years of an experimental program for the counseling and placement of liberal arts college graduates, through weekly case conferences and daily experience, through meetings with employers, discussions with professional counselors and teachers of couselors in the community, no final answers have appeared. But some questions and some working hypotheses have been developed.

Jean Landeau *is Senior Employment Manager, and* Alice English *is Employment Manager, Professional Placement Center, New York State Employment Service.*

1. Is it reasonable to insist that the liberal arts graduate make a firm vocational choice at 21?

We think not. Little is known about the elements which influence the choice of a career; accident, time, avoidance, and unconscious choice play important roles. Broad social pressures, group and family values, and aspirations are involved. Most certainly, career choice is rarely a rational process based mainly on facts and objective information, even if sufficient information were more generally available than it now is. It is usually a long-term process in which job experiences themselves play a significant role. In addition, the many pressures, complexities, and rapid changes in the world of work make early choice a real impossibility for many.

2. Is any one first job the "right job"?

Except in the rare instances where a firm vocational goal exists, there could be 25 suitable first jobs for liberal arts majors. It has been said that college is a place to begin to find out not only what one wants to do but what one does not want to

**Attractive reception room facilities at the Professional Placement Center ease the task of filling out applications, supplying work experience background and other necessary preliminary information.**

do. A first job may serve the same purpose. It is, therefore, unproductive to assume that there is an ideal "right job" for a beginning worker. A wide range of beginning jobs may be suitable. If, after counseling, the applicant does not know what he wants, but wants or needs to work, the counselor should use his best judgment and refer the applicant to the most suitable job.[1] The job interview itself and, if hired, the job experience, are important steps in the process of self-understanding and of making a vocational choice.

3. Should the liberal arts graduate be "realistic"?

Yes and no. The recent graduate should not be pigeonholed by the counselor's concept of reality. The counseling interview should encourage him to express his feelings, his longings, and even his fantasies. There are many realities for people, and today's fantasies are often tomorrow's realities. The counselor should not impose his present definition of reality on the counselee except in the selection and approach to immediate jobs. Labor market facts are a reality, although a rapidly changing one, but they are only one of several to be considered in the counseling process.

4. What is employment counseling for the liberal arts graduate?

Employment counseling is the process of assisting the young applicant at one or several points of his development to identify "facts" about himself and relate these to "facts" about the world of work. The development of a self-concept related to work is a long-term process. A counselor serves as a catalyst at a point in time, facilitating the fact-finding and self-evaluation process, but may quite possibly not see the results.

5. What are the limits of counseling in the Employment Service?

As a public agency working within budget and time limitations, the Employment Service offers counseling service as it relates to placement, immediate or potential. The areas explored in a counseling interview may range over a broad spectrum but should eventually narrow down to those within the control of applicant and counselor and those which will lead to a clarification of the placement objective. In working with the individual, the counselor must learn to make a realistic identification of the kinds of situations in which he cannot productively go farther, either because his agency is not equipped to handle the problem or because the applicant is not ready for further exploration in that field. We have seen interesting examples of the value that a definition of limits by the counselor may have for some applicants, in accelerating their own capacity to assume responsibility.

6. What is effective service to liberal arts graduates?

We have abandoned the concept that fairly well defined goals are necessary before a referral is offered. We now feel that exposure to a variety of job offers is important in helping to focus the individual's vocational interest. As one of our counselors says, "When his face lights up, I know we're on the track." Accepting the fact that the recent graduate may not be ready to make a final career choice, the function of the Employment Service becomes one of helping him to get in motion in the job world. This can be done by counseling, job offers, suitable referral, job development, and labor market information. An effective counseling interview will help the counselee in one or more ways: To take the first step in vocational self-analysis; to narrow the vocational field so that a choice becomes possible; to identify the jobs he wants and to pursue them effectively; to prepare adequate résumés; to have good employment interviews.

**A recent college graduate completes an application at the New York City Professional Placement Center of the New York State Employment Service.**

7. What do employers expect of the recent graduate as an applicant?

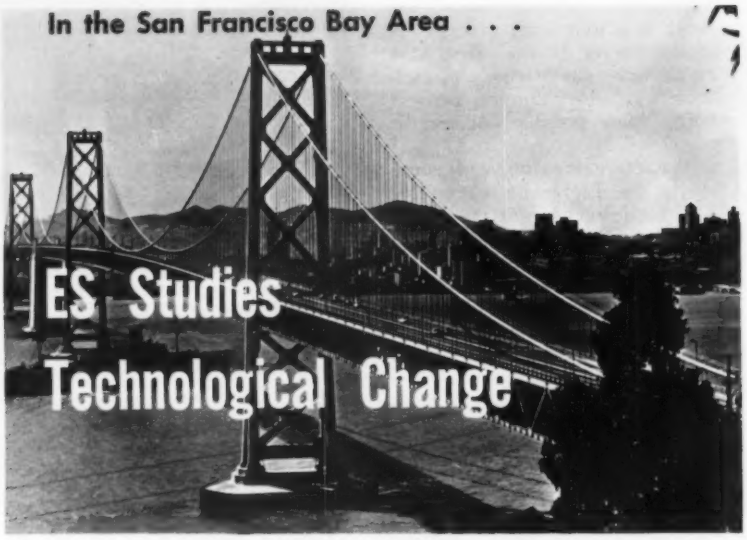
An employer tends to expect a focused, organized, strong interest in his field, a knowledge of the employer's organization and of the job involved. Many graduates are not ready to present themselves in this manner. The counselor can help the applicant to identify the practical approach for job-getting and to separate this from his legitimate and necessary present lack of focus.

In the Professional Placement Center there is a central Career Planning Unit of four persons serving liberal arts graduates (including business administration majors) and six liaison counselors in placement units. Applicants with specialized majors such as accounting, education, science, and engineering are routed to the specialized units serving these occupations. English and sociology majors are also handled in placement units. The counselor in each placement unit works closely with the Career Planning Unit, sharing orders, applicants, and ideas, and participating in case conferences and employer meetings. Neither the central unit nor the liaison counselors have employer account responsibility, but all of them do placement. The structure provides free movement of jobs and applicants so that all liberal arts graduates are exposed to all jobs and not limited by majors. In 1963, some 5,140 recent college graduates visited the office. They came from 629 colleges in 49 States and 23 foreign countries.

We have tried to keep our surmises

(*Continued on page 48*)

[1] *In the Professional Placement Center in New York City, counselers are assigned placement responsibilities.*




DONALD MAYALL AND JONATHAN EZEKIEL

**Understanding the impact of technological change on displaced workers and new entrants in the labor market is vital to the development of suitable action programs.**

Increased public awareness and concern over technological change are reflected in new activities undertaken by the Employment Service in the San Francisco Bay area to study this phenomenon and to assist those people adversely affected by it. The kinds of changes brought about through technical innovations and automation are familiar ones in most other metropolitan areas. However, the methods for dealing with the impact on displaced workers and the effect of a slack job market on new entrants to the labor force present a major challenge to the Employment Service, particularly to those responsible for developing suitable action programs. Therefore, Bay area offices of the California State Employment Service have begun a program of information gathering and analysis directed toward a fuller understanding of technological changes occurring in this area and their implications for the Employment Service.

Technological change can be taken to include any changes in a firm's methods of operation that increase productivity and affect the composition of the firm's work force. The most dramatic involve continuous flow processes in a manufacturing plant, and result in displacement of hundreds of workers. Less dramatic, but perhaps more significant in terms of numbers of workers affected, is the change which does not displace workers currently employed but which greatly reduces the new hire rate in an affected industry. Techniques other than the introduction of new machinery can also be utilized by employers, including shutting down obsolete plants in high cost areas and replacing them with new modern plants elsewhere.

*Donald Mayall is Coastal Area Labor Market Analyst and Jonathan Ezekiel is Redevelopment Areas Labor Market Analyst, California Department of Employment.*

### Information on Technological Changes

Information on technological change can be obtained in more than one way: Employers can be encouraged to give advance notification to the Employment Service. An attempt can be made to identify changes through other sources of information. For example, every job order and every employer visit is a possible source of information on technological change. In many cases something approaching detective work is required to piece together apparently unrelated bits of information that add up to changing skill requirements.

Often the labor market analyst is the first person called upon to put together these bits of information and to identify the patterns of change. The labor market analyst in a metropolitan area is engaged in a continuing review and analysis of trends in each local industry. A change in production techniques is often heralded by a decline in the new hire rate, followed by a change in the employment trend. It is then the responsibility of the analyst to attempt to pinpoint the causes. This is normally done by requesting a local office to obtain further information from employers in that particular industry.

It seemed appropriate, therefore, that the labor market analyst for the San Francisco-Oakland metropolitan area be the local clearinghouse for information on technological change. In addition to reviewing employment data normally developed for the ES–219, Labor Market Report, the analyst also reviews the ES–235, Mass Layoff Reports, and the weekly claims reports from the 15 local offices in this metropolitan area. This review is supplemented by a series of industry studies based on data gathered by local office personnel on questionnaires designed by the analyst. Studies have already been carried out in a number of rapidly changing industries, and additional studies in this series are in progress.

Finally, all local office personnel have been encouraged to be especially alert to changes in technology and to notify the analyst of such information when they come upon it.

The analyst is also responsible for disseminating information on technological change to the operating personnel. First, the information is

called to the attention of the area manager. If the changes are of such magnitude that special action is called for, the analyst and the operating personnel develop plans for appropriate action programs and research. Second, information on technological change is incorporated in the appropriate ES–219 report for the area. The results of studies of industries particularly susceptible to change are released in a special Industry Series report.

In the past 2 years, information has been assembled on a number of manufacturing and service industries and in the rapidly changing banking and insurance industries. Two special projects of service and research have been undertaken under auspices of the U.S. Employment Service, one in the food processing industry and the other in machinery manufacturing.

Two kinds of situations involving technological change were found. In a majority of establishments, change occurred without resulting in actual layoffs, but with reduced hiring, especially in entry jobs. In some of these, new jobs were created. In the second type of situation, which occurred less frequently, there were layoffs, and in several cases the Employment Service received sufficient advance notice to undertake special services for the affected workers.

### Indirect Work Force Reduction

Perhaps the outstanding example of indirect work force reduction occurred in the area's canning and preserving industry. In this highly seasonal industry, changes have been introduced during inactive periods so that the impact appears only indirectly through the nonreemployment of experienced workers and in the failure to hire new entrants at the beginning of each season. Canneries throughout the area have automated many of their processes: Loading and in-plant transportation of produce, sorting, cleaning, orienting for preparation, cutting, pitting or peeling, canning, topping, boiler loading, operating and unloading, labeling, casing, and storing or shipping. The major employer association and unions in this industry have included in their collective bargaining agreement a program of continuing study of the effects of automation. The Employment Service has instituted, as part of the USES nationwide program, an automation and technological change demonstration project designed to carry out a study of those effects in this industry and to develop appropriate services to deal with them. This project is being conducted in cooperation with the employers association and unions.

Additional examples of technological changes that did not result in any significant displacement of employed workers can be found in a wide variety of industries. A meatpacking company modernized its frankfurter department, with the result that production doubled while employment remained stable. This situation may continue as long as demand holds up, but layoffs are anticipated when production falls below optimum capacity. A large brewery is just completing a vast modernization program which will expand production greatly with no marked change in manpower needs.

**Technicians at a San Francisco computer center punch buttons that recommend settings for a giant catalytic cracking refining unit at a Standard Oil Co. of California refinery 450 miles away. The plant and computer are hooked up via telephone lines; the computer issues a new set of operating instructions every 15 or 20 minutes.**

**The introduction of this computer makes it possible to handle orders on a routine 24-hour basis. It reduces processing time for 65,000 orders, improves reporting and control, and provides immediate access to 50,000 inventory items.**

The lumber and wood products industry has been increasing efficiency through improvements in existing tools, techniques, and plant design. High pressure water-barkers have eliminated many jobs, while high speed saws equipped with special alloy blades have greatly increased operating efficiency.

In chemicals, increased use of instrumentation not directly associated with the production process has enabled advances to be made in quality control. Developments in the petroleum industry in recent years have led to reductions in the work force. Two large oil refineries have implemented programs designed to encourage

early retirement of their employees. Reductions have come about through normal and accelerated attrition rather than through direct layoffs.

In the glass manufacturing industry, new equipment has enabled major producers to cut back their manpower needs. In the container field, where competition is stiff among can manufacturers, glass container manufacturers, and steel and aluminum suppliers, modern facilities are essential in order to stay in the fight for a significant share of the market.

Two important industries where technological change has had a major impact, though with different accommodations by both labor and management, are longshoring and railroading. In the former, labor and management reached agreement on the orderly introduction of new techniques while securing economic protection for displaced workers. In railroading, management has automated on a large scale, has cut back employment by 50 percent in the last 15 years, and appears about to make further cuts in jobs as the "featherbedding" dispute reaches a climax.

Firms in almost every industry have taken advantage of improvements in automatic bookkeeping and computer accounting. In some instances, these changes have taken place within single firms which updated their local accounting departments; in others, local firms have lost their bookkeeping sections entirely to regional or national offices which have large-scale computers for centralized accounting. In retail trade, charge accounts, inventory, ordering, and buying have been automated at the expense of many clerical workers. Firms in all industry groups have been affected by developments in electronic accounting. Banks and insurance companies have probably had the greatest benefit from these changes. A number of insurance firms that once provided many job opportunities for young jobseekers have almost entirely eliminated openings at the new-entrant level by use of electronic data processing.

In these industries, most new processes have displaced workers from their customary jobs, but the workers were absorbed elsewhere in the organization. Means used to avoid actual layoffs included normal attrition without replacement, inducements to retire before age 65, and a significant reduction in entry positions for young jobseekers with little or no prior work experience.

The near future promises new developments about to break on the automation front which will consume additional jobs in these clerical fields. For instance, the use of optical scanners is expected to spread widely in the next few years.

### Direct Layoff and Advance Notification

Actual layoffs in the San Francisco-Oakland area have occurred in only a minority of the cases where technological changes have been identified. In only four instances did the employer provide advance notification to the Employment Service. While this understates the extent of employment service assistance to displaced workers, it gives some indication of local office involvement in advance planning. One San Francisco space-age company, in switching from routine assembly work to custom job orders, has been laying off workers in all classifications over the last year. Before each layoff, however, this firm has notified the local ES office so that placement work could begin.

The most significant example of advance notification occurred prior to the closing of a large nonelectrical machinery manufacturing firm on the Oakland side of San Francisco Bay. Nearly a year before the actual closing date, this firm notified the local ES office of its intention to shut down its facilities here in favor of a new plant in another State. It was recognized that, since jobs in nonelectrical machinery manufacturing have not increased in this area in several years, many of the workers might have substantial difficulty in finding new work in this labor market. Both the employer and the union asked the Employment Service to give assistance to the workers who would be displaced. However, it was not possible for the Employment Service to take applications from workers prior to the shutdown.

It was decided to institute a program of special services and research into the problems of displaced workers from this industry in line with other ES projects. To obtain information on which services could be planned and to provide a basis for further research, a questionnaire was distributed to all workers in the plant. The questions covered a number of characteristics of the work force. The data revealed that over 50 percent of the workers had 10 or more years seniority, 45 percent were the major support of their families, and 60 percent were over 40 years of age. Only 23 percent indicated that they were willing to move to another area to find employment.

Nearly 75 percent of the workers were in occupations that are not in demand in the local labor market. About 20 percent indicated their interest in retraining, thus giving the local office advance information on MDTA training possibilities.

Perhaps the most significant information revealed by the questionnaire was the employees' unrealistic concept of the current labor market. This fact was evidenced by the wage and commuting restrictions which the employees set up and their frequently stated desire to train for electronics assembly work in an area that has an extremely small and currently static electronics industry. This lack of awareness of current labor market conditions also showed up after the layoff in local office contacts with these workers.

A followup study on the displaced workers and their experiences has been undertaken. The information tion obtained will be used to evaluate the effectiveness of employment services offered and will make possible the development of more effective services to workers in a changing labor market.

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*Coming in May . . .*

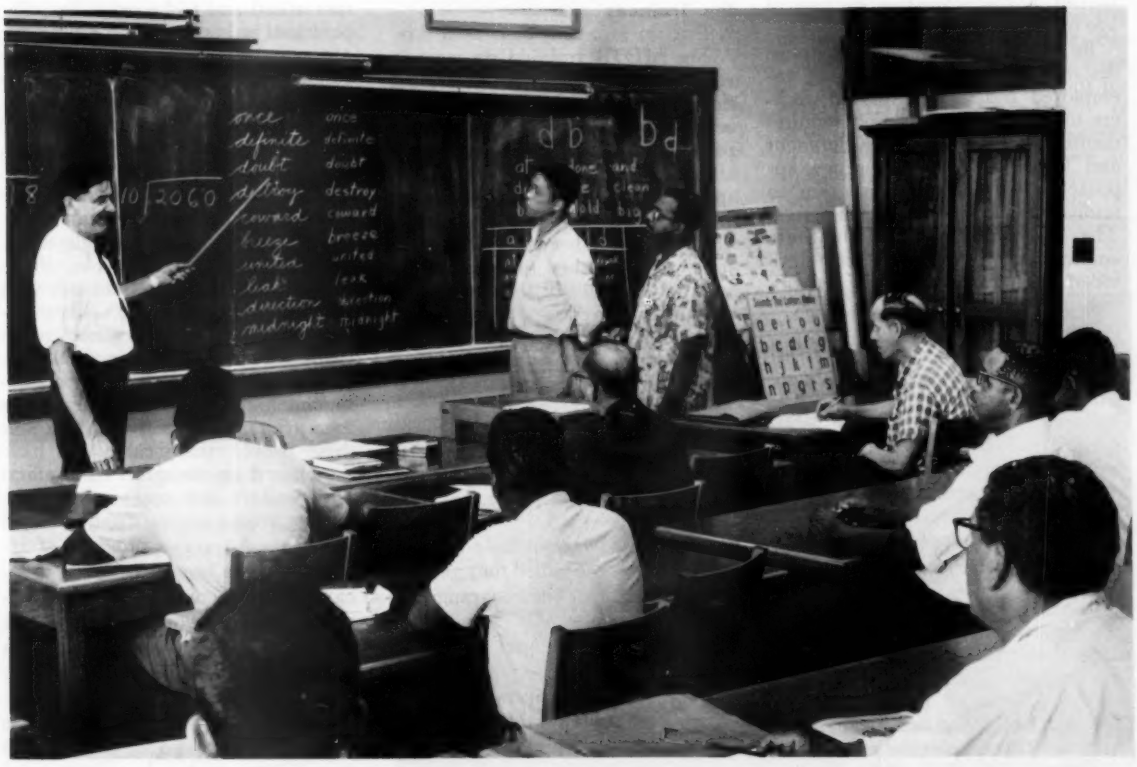
**Youth Employment and Training**

# ES Role in Manpower Training

Measures to alleviate serious problems of unemployment have long been recognized as an appropriate concern of public policy. The depression of the 1930's was the impetus to the creation of the Federal-State employment security system as part of a broad structure of economic, labor, and social welfare improvement and reform. Local public employment offices were expected to provide the labor market mechanism for speeding the placement of unemployed workers in available jobs. Unemployment insurance provided a measure of income maintenance to a substantial number of jobless workers and their families, and a stabilizer for the economy. A host of other measures were directed toward job creation.

Passage of the Manpower Development and Training Act of 1962 not only recognized the basically different nature of the unemployment problem of the 1960's but also provided new approaches to a solution. In the current decade, as in the 1930's, actions to stimulate more rapid growth of job opportunities hold a central place in government policy. But this is no longer assumed to be sufficient to solve the highly complex manpower problems of our rapidly changing economy. More jobs are needed to meet the employment needs of an expanding labor force, but the new jobs generated by our technologically advancing economy call also for changes in the worker—to higher levels of education, of skill, and of adaptability to change itself.

In the labor market of this decade, job openings reflecting new and higher skill requirements go unfilled, while the burden of unemployment falls with increasing and disproportionate




**Basic literacy training helps to prepare the educationally deficient for occupational courses.**

Calculating machine operator.

Acetylene welding.

*Photos courtesy Milwaukee Vocational and Adult Schools.*

tionate weight on the unskilled, the undereducated, the inexperienced, and those for whom the door to productive and satisfying employment is barred by discrimination because of age or race.

By providing for training programs designed specifically to prepare unemployed and underemployed workers to meet employers' job requirements, the Manpower Development and Training Act opened a new approach and a positive program to resolve the labor market dilemma. The 1,900 local offices of the State employment security agencies provided the natural operating network to bring the benefits of the new legislation to every community across the Nation. They are backed by 30 years of experience in matching worker qualifications and employer requirements, of developing labor market information, of working with employers, unions, schools, and other community groups and agencies toward the resolution of local manpower problems, and of acquiring the necessary tools and "know-how." In implementing the training program, local employment offices found it to be a new and powerful tool to strengthen and improve their day-to-day manpower services to the community. Training the unemployed and underemployed as a means of increasing their employability is a central aspect of the Nation's manpower program, and has consequently become an integral part of employment service operations.

## Selecting and Counseling the Trainees

The MDTA training program involves four basic steps. A determination must be made that there is a need for workers in one or more occupations. Potential trainees must be identified and selected, referred to appropriate training courses, and helped to find the kinds of jobs for which they have been trained. There are well-established procedures for accomplishing all of these steps; but some of them required modification, sometimes in several different ways, to meet the needs of the many kinds of potential trainees.

In recent years, the State agencies have accumulated a considerable body of experience in conducting area skill surveys to pinpoint developing occupational shortages. The technical procedures involved in such surveys tend to be quite time-consuming, however, and called for modification to meet the shorter-range requirements of the MDTA program. Consequently, techniques for a modified and more limited approach—the training needs survey—were developed and are now widely used with appropriate adaptations to meet varying local situations.

With improved methods and additional experience in determining occupational shortages, training is now being given in some 500 different occupations, many requiring highly specialized and technical skills. The principal training programs, however, are centered in such occupations as general machine operator, auto mechanic, stenographer, clerk-typist, nurse aide-orderly, licensed practical nurse, cook, waiter-waitress, welder, and electronic assembler.

The public employment service normally relies upon voluntary registration of those seeking employment, and the use, to fill some jobs, of advertisements and direct contact with schools and other groups. These approaches, however, do not reach many of the undereducated, the undermotivated, or workers too lacking in self-confidence to seek entrance to a training course. To seek out these people, the local offices have established or strengthened contacts with welfare and many other community groups serving disadvantaged workers. An active program of recruitment has been developed, to locate those unemployed and underemployed who would not take this first step toward training without a direct and personal appeal to do so.

The employment office has responsibility for selecting from among the applicants those who are eligible, who are willing to undertake training, and who can benefit from training. Over

**Primary Occupation and Training Objective of Trainees Enrolled in MDTA Courses, 1963**

[Percent distribution]

| Primary occupation | Training objective | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | Total | Professional and managerial [1] | Clerical | Sales | Service | Skilled | Semiskilled | Agricultural and other |
| All trainees [2] | 100.0 | 10.5 | 20.1 | 1.1 | 9.6 | 32.6 | 23.2 | 2.8 |
| Professional and managerial | 100.0 | 27.6 | 21.7 | 1.9 | 5.1 | 29.0 | 13.4 | 1.2 |
| Clerical | 100.0 | 11.8 | 56.9 | 1.6 | 5.6 | 11.4 | 12.3 | .4 |
| Sales | 100.0 | 14.9 | 34.5 | 3.9 | 9.4 | 21.3 | 14.9 | 1.1 |
| Service | 100.0 | 21.8 | 15.5 | 1.0 | 26.6 | 13.8 | 20.2 | 1.1 |
| Agricultural | 100.0 | 5.3 | 1.0 | .1 | 3.4 | 37.1 | 15.6 | 37.5 |
| Skilled | 100.0 | 8.2 | 2.4 | .2 | 3.9 | 63.8 | 19.5 | 1.9 |
| Semiskilled | 100.0 | 5.8 | 5.9 | .2 | 5.4 | 49.6 | 30.6 | 2.4 |
| Unskilled | 100.0 | 6.5 | 6.8 | .3 | 7.8 | 41.7 | 33.8 | 2.1 |
| Entry or no substantial work experience | 100.0 | 10.9 | 25.6 | 1.8 | 9.9 | 26.2 | 23.7 | 2.0 |
| All long-term unemployed trainees [2] | 100.0 | 10.1 | 24.3 | 1.2 | 11.6 | 26.7 | 24.3 | 1.8 |
| Professional and managerial | 100.0 | 28.9 | 25.5 | 1.6 | 5.5 | 25.3 | 12.8 | .4 |
| Clerical | 100.0 | 11.2 | 59.9 | 1.2 | 6.2 | 8.9 | 12.4 | .2 |
| Sales | 100.0 | 13.3 | 36.4 | 3.8 | 12.2 | 17.3 | 16.3 | .7 |
| Service | 100.0 | 17.1 | 15.9 | 1.1 | 28.9 | 12.9 | 23.0 | 1.1 |
| Agricultural | 100.0 | 4.6 | .5 | | 5.6 | 35.9 | 17.9 | 35.4 |
| Skilled | 100.0 | 7.8 | 3.6 | .5 | 5.6 | 60.2 | 20.9 | 1.5 |
| Semiskilled | 100.0 | 5.4 | 8.0 | .3 | 6.8 | 42.7 | 34.3 | 2.6 |
| Unskilled | 100.0 | 5.1 | 8.1 | .2 | 10.4 | 36.6 | 37.6 | 1.1 |
| Entry or no substantial work experience | 100.0 | 10.5 | 29.1 | 2.1 | 17.4 | 20.5 | 22.7 | 1.8 |

[1] Occupations in this group are all at the subprofessional or technical level.
[2] Includes those for whom primary occupation was not reported; not shown separately.

the years, the agency has developed a variety of counseling and testing tools for use in matching workers to jobs. These include screening and counseling interviews, the GENERAL APTITUDE TEST BATTERY (GATB), and Specific Aptitude Test Batteries (SATB). These devices were the ones initially used for purposes of selecting trainees for MDTA courses. Useful as they were, the tests were found to have serious limitations in screening certain types of candidates for training. For instance, some of the tests in their entirety were not usable for illiterates, or for those with such a low level of reading achievement that they were, for all practical purposes, illiterate.

To meet this problem, a nonverbal test of intelligence has been developed and is now available for use by local offices. Special procedures that include use of nonverbal tests and intensive counseling have been established for use with potential trainees of low educational achievement.

The short interview, directed toward "placement"—in this case, placement in a training course—was often not adequate for dealing with potential trainees. Some persons, well motivated and sure of their direction, could be readily referred to a training course. Others needed intensive counseling to determine their interests and potential, whether they would take training, and, if so, what their training needs and objectives were. There were some who, if they were to make a successful job adjustment, would require counseling at many intervals through the training period and until they were settled on the job.

Although trained professional counselors are in great demand and in short supply in local offices, as in other types of educational, social service, and welfare agencies, the Employment Service has taken steps both to provide the intensive counseling required and to develop larger numbers of highly qualified counselors. Local offices are supplementing their own counseling resources by drawing on the services of cooperating community groups and agencies, where possible. At the same time, programs have been undertaken to upgrade Employment Service counselors in terms of both salaries and professional requirements and to increase the number of counselors.

Between June 1962 and December 31, 1963, the Employment Service had conducted screening interviews with almost 466,000 prospective trainees, and counseling interviews with over 100,000, for the purpose of screening and guiding persons for MDTA training. Since many of these candidates were interviewed more than once, the number of screening and counseling interviews conducted totaled 744,788 in the 18-

**Auto motor parts machine tool operator.**

month period. Moreover, more than 187,000 GATB's and SATB's were given to potential MDTA trainees in the same period.

### Training the Workers

The first MDTA training programs usually consisted of single-occupation courses for residents of a limited geographic area. The trainees, who were required to have a certain level of reading and arithmetic ability and knowledge of on-the-job conduct, were trained for a specific occupation. This kind of program, however, is closed to many of the unemployed. For example, some are not ready for entrance to training; others may be ready but may lack understanding of the world of work so that they need help in addition to occupational training if they are to find and keep a job.

One answer to these problems has been the development of the multi-occupational project. Such projects may be developed on a State or even a regional basis. Trainees in this type of project are first divided into groups on the basis of their prevocational training needs. Some require training in the basic skills of reading, writing, and arithmetic. Others need pretraining instruction in proper dress, correct conduct on the job, the need for promptness and regular attendance, shop safety, and other areas of work habits and conduct. There are some who need both basic literacy and prevocational training. In this prevocational training period, the trainees are given counseling, to help them in the adjustment to their new situation and to guide them to an appropriate vocational choice. As they become ready for job training, they are assigned to the course for which they appear to be best suited. In some cases, either classroom or on-the-job training, or both, may be appropriate, and individual trainees are assigned to whichever type seems most suitable for them.

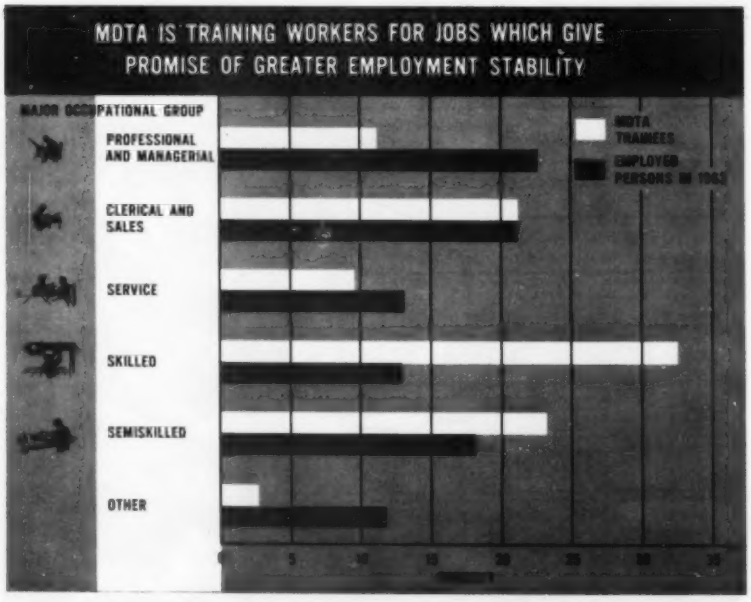
This kind of project makes it possible to equip large numbers of persons who might otherwise be unemployable, with the basic literacy and job skills that they need to become desirable employees. It permits enough flexibility to meet the varying training needs of workers who come to the program at different stages of vocational readiness.

Sometimes it has not been possible to provide training for workers who might need and benefit from it because of the lack of adequate training facilities in the area, or because the small number of trainees to be served made it impractical to set up a course for them. The Employment Service has met these problems too. If training facilities are not available in the area but are available elsewhere, trainees are transported to the available facilities and, as provided by the Act, receive subsistence allowances to help defray the expense of living away from home while in training.

**Short order cook.**

In some cases, it may be more practical to enroll one or more trainees in an established training course, either public or private, and arrangements for doing this are being made. There also has been some experimentation in combining institutional and on-the-job training. Trainees may be taught some of the basic skills in classroom setting, and may complete their job preparation in on-the-job training. In some instances, they will spend part of each day in institutional, part in on-the-job training.

All of these various program devices—multioccupational projects, single occupational courses limited to a relatively small geographic area, statewide and even regionwide projects, transportation of trainees to facilities at some distance from their homes, combinations of different types of training, and placement of trainees in existing courses and facilities other than those directly made available with MDTA funds, and other techniques—are being used successfully to restore unemployed and underemployed workers to the ranks of the employed.




*Source: Manpower Research and Training, U.S. Department of Labor, March 1964.*

## Finding Jobs for Trainees

The job placement efforts on behalf of trainees begin, in effect, some time before a class starts. The public employment service must determine, prior to establishment of an MDTA training program, that there will be a "reasonable expectation of employment" for the workers. Action to place individual trainees in specific jobs get underway before the end of the course. This gives some assurance that the trainees will be employed in the occupation for which they have been trained with a minimum waiting period between completion of training and employment.

Finding jobs for workers is one of the basic established functions of the Employment Service. It is well-prepared to undertake such activity for the benefit of MDTA trainees. To provide maximum job opportunities, the Employment Service has taken positive steps to strengthen and expand its ties with numerous community groups and to enlist their aid in seeking out jobs for MDTA graduates. Frequently new manpower advisory and technical committees have been organized to insure widespread community support for the program. Employer-education campaigns have also been undertaken to encourage employers to hire trainees. Vocational education instructors have been another excellent job-locator resource. Their knowledge of the job market in their occupation has led directly to a number of placements.

One of the long-established policies of the USES has been to break down barriers to employment that do not relate to ability to do the job, and some success has been realized. This is an area, however, in which much more needs to be achieved. The Employment Service will continue to stress this effort to open job opportunities to all who are qualified, regardless of age, sex, race, or other nonjob-performance characteristics.

LATEST TRAINING HIGHLIGHTS

Under ARA Program (As of April 1, 1964)

| | |
|---|---|
| Approved ARA training projects | 671 |
| Approved enrollment | 30,230 |
| Total enrolled | 23,573 |
| Nov. 1961 - June 1963 | 16,725 |
| July 1963 - March 1964 | 6,848 |
| Currently enrolled | 2,683 |
| Completed training | 17,320 |
| Nov. 1961 - June 1963 | 12,445 |
| July 1963 - March 1964 | 4,875 |
| Obtained employment | 12,912 |
| Nov. 1961 - June 1963 | 9,053 |
| July 1963 - March 1964 | 3,859 |

Under MDTA Program (As of April 1, 1964)

| | |
|---|---|
| Approved institutional training projects | 2,646 |
| Projects started (preliminary, cumulative) | 2,525 |
| Total trainees approved | 120,251 |
| Trainees enrolled | 85,000 |

Employment Status (Sept. 1962 - Jan. 1964)

| | |
|---|---|
| I. Completed training | 30,468 |
| A. Obtained employment | 21,561 |
| Training-related | 19,162 |
| Nontraining-related | 2,399 |
| B. Referred for employment, awaiting referral, and other (including status unknown) | 8,907 |
| II. Employment Service placement activity | |
| A. Placed by ES | 15,643 |
| B. Other | 5,918 |

## Looking to the Future

The present training effort is achieving to a high degree its primary purpose—that of helping to relieve unemployment and underemployment by providing workers with marketable job skills. It cannot be too strongly emphasized, however, that this training program, and the smaller ARA program, are pioneer efforts, from which we will be able to chart even more effective occupational training and retraining programs in the future.

The brief experience with these programs already has shown how much there is still to be learned about developing and administering effective manpower training programs. The Employment Service is developing new ways to find, select, and place trainees, and new ways to provide the right counseling and training aids to many very different types of trainees. Continuing evaluation of program operations will undoubtedly result in further improvements.

Amendments to the MDTA passed by Congress in December 1963 will make possible a stronger program. There will be more emphasis on youth programs and on reaching out-of-school youth who might become delinquents or chronic welfare dependents without special assistance to enable them to become employable. Earlier limitations on eligibility for training allowances, the low level of training allowances, and the rigid restrictions on employment during the training period caused many interested persons to refuse training. They felt that they could not afford to commit themselves to an extended training period with little or no income. Easing of these conditions will now permit many more unemployed workers to be trained and placed in productive employment.

The provision for as many as 20 additional weeks of training allowances for persons undertaking basic literacy training will certainly allow the training of more undereducated workers whose limited educational backgrounds previously excluded them from occupational training courses. It also should make it possible to raise the level of reading and arithmetic achievement of some of these less educated workers to permit their being trained in the more skilled, better paid, so-called "growth" occupations. In addition, relocation allowances for a small number of trainees will permit some experimental transfer of trainees to areas where there is a demand for their skills, when they cannot be employed in areas where they now live.

All of the evidence points to the increasing importance of occupational training and retraining in our economy. Automation and other technological and product changes continue to modify occupational skill requirements, abolish some occupations, create new ones, and sharply decrease or increase the demand for others. It has been predicted that our fast-paced technology will cause such frequent and rapid changes in

the skill demands of the labor market that, for a sizable proportion of the labor force, occupational training will necessarily be a several-times-repeated experience in the work life span. This is not a mere possibility for the distant future. There is considerable evidence that this has already occurred in some occupations and industries, and the time is not far off when the need for periodic retraining will be commonplace for many more workers.

The public employment service, with the cooperation of the U.S. Office of Education and State vocational agencies will continue its effort to extend occupational training opportunities to those most in need of such help, and to explore the most effective ways of assisting them. Training programs for unemployed and underemployed workers will no doubt assume an increasingly important place in our economic life, and these early efforts have had value not only in meeting immediate needs, but in giving direction to future programs aimed at the continuing effective labor market adjustment of American workers.

—Mary B. Meyer *and* Elsie S. Dorman, *U.S. Employment Service.*

THEY DON'T KNOW

(*Continued from page 39*)

from hardening into conclusions by continuously testing them in counseling interviews, case conferences, and meetings with employers. The case conferences have been the most effective way to achieve a common approach and to share concepts, aims, techniques, and labor market information. At monthly meetings, invited employers talk with the counseling staff about their fields, and exchange ideas about young people entering these fields. We are also considering the use of a student advisory council.

Out of this structure and these shared experiences, have developed a notable community of feeling and purpose, furthering the growth of the individual counselors, the program of service to recent graduates, and the open-ended experimental nature of the program.



*Because advancing technology continues to have an ever-widening impact on Employment Service manpower responsibilities, a new department of Automation is inaugurated with this issue of the REVIEW. Featured this month are excerpts from President Johnson's recommended legislation to establish a National Commission on Automation and Technological Progress.*

# Excerpts From H.R. 103010—S. 2623

A bill to establish a National Commission on Automation and Technological Progress.

. . . Congress finds it imperative to accelerate the national effort to

(a) identify and assess the past effects and the current and prospective role and pace of technological change;

(b) identify and describe the impact of technological and economic change on production and employment, including new job requirements and the major types of worker displacement, both technological and economic, which are likely to occur during the next 10 years; the specific industries, occupations and geographic areas which are most likely to be involved; and the social and economic effects of these developments on the Nation's economy, manpower, communities, families, social structure and human values;

(c) define those areas of unmet community and human needs toward which application of new technologies might most effectively be directed . . .

(d) assess the most effective means for channelling new technologies into promising directions, including civilian industries where accelerated technological advancements will yield general benefits, and assess the proper relationship between governmental and private investment in the application of new technologies to large scale human and community needs;

(e) recommend, in addition to those actions which are the responsibility of management and labor, and of State and local governments, specific administrative and legislative steps to be taken by the Federal Government in meeting its responsibility

—to support and promote technological change in the interest of continued economic growth and improved well-being of our people, and

—to continue and adopt measures which will facilitate occupational adjustment and geographical mobility, and

—to share the costs and help prevent and alleviate the adverse impact of change on displaced workers.

. . . to carry out the objectives of this act there is hereby established the National Commission on Automation and Technological Progress . . . composed of 14 members appointed by the President. . . .

The Commission shall make a comprehensive and impartial study and make recommendations as needed for constructive action. . . .

There is hereby established a Federal Interagency Committee consisting of the heads of the Department of Agriculture, Labor, Commerce, Defense, Health, Education, and Welfare, and the National Aeronautics and Space Administration, and the chairman of the Council of Economic Advisers, and the Director of the Office of Science and Technology . . . to advise the Commission. . . . The Chairman of the Committee shall be the Secretary of Labor.

The Commission shall submit a final report . . . by January 1, 1966 . . . (and) shall cease to exist 30 days after submitting its final report.

Machine power replaces man power in many plants.

ES Experience With . . .

# Advance Notice of Mass Layoffs

**Helping to facilitite manpower adjustments to automation and technological change is one of the more challenging assignments of the public employment service. Effective ES automation manpower services to minimize unemployment and promote the reemployment or occupational reorientation of workers affected by changing technology encompass the whole spectrum of local office activities—from employer relations and job analysis to interviewing, counseling, testing, job development, and interarea recruitment. Effective action frequently depends upon obtaining adequate advance notice of impending plant shutdowns and other significant employment changes. To obtain such advance information about prospective local job changes, the U.S. Employment Service initiated mass layoff reporting procedures about a year and a half ago. Our experience with this reporting program is reviewed below.**

## Notice Facilitates Planning

In September 1962, the U.S. Employment Service and affiliated State employment services instituted a mass layoff reporting program to ease manpower adjustments to automation and technological change, as well as to other important changes which affect the demand for labor. This program has two principal objectives: (1) to spot unemployment situations in which special manpower actions (at the local level) might be indicated; and (2) to make sure that appropriate actions are planned and undertaken. To achieve these objectives, information about layoffs must be obtained in advance of actual worker displacement to allow sufficient time for remedial employment service and community action. Thus, the "advance" aspect of the layoff notice is a primary feature of the program.

All levels of the public employment service have specific responsibilities under the program. The local public employment offices, which have the initial responsibility for identifying mass layoff situations and developing plans to deal with them, prepare detailed reports covering all nonseasonal layoffs affecting 100 or more workers. Copies of the reports are transmitted promptly to State offices and the national office of the Bureau of Employment Security for review of the adequacy of local office plans for dealing with the layoff, and to identify special situations requiring more extensive action.

Plans submitted by a State agency may include special activities under a broad range of employment service and related programs. These include: (1) intensive job finding campaigns; (2) stepped-up interarea recruitment activity; (3) providing

affected workers with up-to-date and comprehensive labor market information both on local area job opportunities and those in other centers; (4) mass registration for unemployment insurance benefits; (5) individual job counseling and aptitude testing; (6) the development of new training programs; and (7) coordinating appropriate employment service operations with those of other local officials, management, labor unions, other community groups and civic organizations. In all instances, the kind of plan developed is shaped by local economic conditions and other factors peculiar to each labor market area.

### Nearly 200,000 Laid Off

During the first 18 months of the program's operation (September 1962–February 1964), State agencies reported over 2,000 instances of mass layoffs to the Bureau's national office. About half of these were expected to be permanent, i.e., employers reported no definite plans for recall. The remainder represented temporary or indefinite layoffs. In the early days of the program, State agencies were required to report temporary layoffs of a recurrent nature (such as usual seasonal layoffs at canneries, textile, and apparel plants), as well as permanent ones. However, the requirement caused problems with respect to the need for plans of action; consequently, reporting on temporary and seasonal cutbacks of a typically recurrent type was terminated in June 1963. Subsequent reports have dealt mostly with actual and impending layoffs of a permanent nature, such as those resulting from plant closings.

Between September 1962 and February 1964, State employment service agencies reported close to 1,000 permanent layoffs, involving about 200,000 workers. About half of these workers were laid off because plants closed. The remainder (approximately 100,000) were permanently separated from plants that continued operations, but with smaller work forces. The layoffs resulted from a variety of causes, including competitive pressure, plant obsolescence, plant relocations, lack of orders, and completion or cancellation of Government contracts, as well as the introduction of new technology.

About 60,000 displaced workers received intensified or special assistance under this program, while the remaining 140,000 were given regular employment service help. Fewer than one-third of the affected workers were given special employment services for two reasons.

First, advance information was obtained by local public employment offices in only about 400 instances of permanent layoffs, involving about 90,000 workers. There were thus limited opportunities to provide special service for the remaining 110,000 workers.

Second, each decision for either intensified or regular service was, of course, influenced by the nature of the layoff problem and its actual or anticipated impact on the labor market area. This was true regardless of the receipt of advance notice.

In Oglesby, Ill., for example, the local office was notified in April 1963 that a manufacturer of cement products planned to close his plant on September 30, 1963. About 250 workers would be laid off. Between the advance notice and the first phase of the layoff, the local office had ample time to assess the layoff's impact on the local community and to develop special manpower activities for helping the affected workers. These included registering and interviewing the workers in great detail at the plant before layoff, instituting an intensive job finding campaign that included inviting several out-of-area employers to actively recruit workers with the kinds of skills they needed, and working with local committees to identify trainable occupations in the area for which MDTA programs might be organized.

In another layoff, where the local office was given 5 months' notice, regular or normal employment service was considered adequate. A Dayton, Ohio, electrical machinery establishment announced plans in December 1962 to close its plant within 4 to 6 months and about 400 people were scheduled to lose their jobs. Two hundred and fifty of them were in the initial layoff in May 1963. The local office decision to provide regular employment services in this case was influenced largely by the favorable economic situation in the area. An early inventory revealed that most of the workers involved in the layoff possessed skills that were in demand locally.

**This tape-controlled three-spindle bridge miller expands production capabilities and reduces manufacturing costs.**

A third example is the intensive assistance the Milwaukee local employment office undertook for 100 workers of a nonelectrical machinery manufacturer who were laid off on short notice. Although the layoff group was only a small part of the firm's total employment of 3,000, the local office decided that special action would be required because there was little current demand for workers with the skills involved in the displacement.

Using a termination list provided by the employer, the local public employment office developed plans to conduct immediate depth interviews to uncover secondary skills of the affected workers, and to expose them to existing local job opportunities; to provide all necessary counseling and testing services; and to evaluate worker educational levels to determine the type of training and retraining programs needed.

At present, the USES mass layoff reporting program does not provide data for a comprehensive evaluation of placement or training results. It is hoped that steps currently being considered to obtain the necessary information and to expand and modify the program on the basis of the experience gained thus far will:

(1) Give local offices more con-

crete guidelines about what to include in their plans of action for coping with mass layoffs;

(2) Make sure that all significant layoffs are being included;

(3) Improve the advance notice feature, to assure necessary lead time for adequate manpower planning;

(4) Define and centralize responsibility for the program, as an integral part of manpower planning and actions, in both State offices and regional offices of the Bureau;

(5) Institute followup studies to evaluate the effectiveness of plans of action developed by the State agencies to cope with manpower problems associated with the mass layoffs.

On the basis of 18 months' experience in operating this mass layoff reporting program, it seems clear that this first phase of the USES-State employment service advance notice system provides a major potential for planned action on manpower problems.

While effective ES action on manpower problems associated with labor force changes often depends upon obtaining notice well in advance of the actual occurrence, the advent of new technology is bringing about an increasingly rapid installation of new equipment, processes, and products. Consequently, it is not reasonable to expect every change having significant employment effects to be picked up through the advance notice feature of the mass layoff reporting procedure alone. Local office sources of advance information include the employer visiting program and the occupational analysis program.

In the former, the Employer Relations Representatives bring back to their local offices, for operations and planning purposes, information about impending automation plans of area employers. In the latter, job analysts throughout the Employment Service report coming changes in jobs and processes, as they observe them, that will be likely to have employment effects.

These do not, however, exhaust all possible methods and sources for obtaining advance information on labor force changes. Experience in a few States, which have just established special advance notice procedures, shows that the number of ways for obtaining advance notice is almost unlimited.

With more experience, further expansion and modification of the program should reflect the dynamic changes in production and data processing technology and their effects on the manpower and labor market situation in various localities.

—Henry Smith, *U.S. Employment Service.*

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## Building Employer Relations

(*Continued from page 37*)

on by the staff of the Professional Placement Center.

Meetings were held with the local arrangements chairman and other officials of the Society to discuss the plans in detail. The Society provided signs, special lighting, and duplicating and other necessary equipment.

The Employment Service prepared a brochure describing service being provided and explaining to applicants and employers how to make the best use of it. The brochure served two other purposes: It informed members and visitor users of the placement service available to them nationally, and it invited visits to the Professional Placement Center in Washington and to similar offices in their home States.

As orders and applications came into the center through local or interarea recruitment action, they were processed and arranged occupationally by special area of professional interest. Local employers were invited to review selected applications filed prior to the opening of the convention placement service, and many Federal agency personnel recruiters and private employers took advantage of the offer. In this manner, many new employers coming into the office were acquainted with the Employment Service and its professional placement programs. As a result, many interviews were arranged in advance and member applicants were contacted soon after arrival at the hotel.

The plan of the placement service was simple and easy to carry out. Separate areas were designated for employer services, applicant services, conference room, and message center. A message board enabled employers and applicants to communicate with each other easily. The service ran smoothly and effectively. It continued to function as a "know your Employment Service" activity as well as a placement service. Signs placed by the Society in the hotel lobby and at the site of the placement service operations stated that the service was provided at the request of the Society and gave official endorsement of the techniques and methods used.

Post convention activity kept the Professional Placement Center busy for months. Applications and orders were returned to the local offices in the home cities of the employers and applicants. In this way, those offices were able to develop new contacts or to strengthen old ones by following up on the convention activity. The orders and applications filed during the convention became a part of the repository of professional convention records which is used frequently to screen for qualified applicants in professional categories for local and out-of-State employers who request this service. Typical of these requests was the one from the United Nations which asked the D.C. Center to screen for highly trained public administrators to represent the United States in foreign countries.

This office has continued to feel the result of approval from the Society for Public Administration since the convention. It is certain that other professional offices have been able to develop lasting contacts with officials who became acquainted with the Employment Service through a convention placement service. Since the Society first began to request that the Employment Service handle its convention placement program, there has been an increase in placement and order activity from many levels of government and from large universities in the United States. Most likely, convention placement service did not cause all of this activity, but it did sell the Employment Service to many officials who then recommended it to others.

—E. Catherine Phelps, *USES for the District of Columbia.*

# Farm Labor's Future

**The decline in family-worker farm employment and the increase of large farms are predicted to continue. Redistribution of farm labor is closely related to efforts to increase productivity, and future employment trends are expected to vary from crop to crop.**

During the next 5 years, man-hours of family and hired labor are expected to decrease by 10 to 15 percent, according to the U.S. Department of Agriculture. Based on past trends, practically all of the decrease can be expected in man-hours used by farms whose annual sales are valued at less than $10,000. Man-hours used by larger farms will probably be sustained by the growing number of such farms—the heavy users of hired labor.

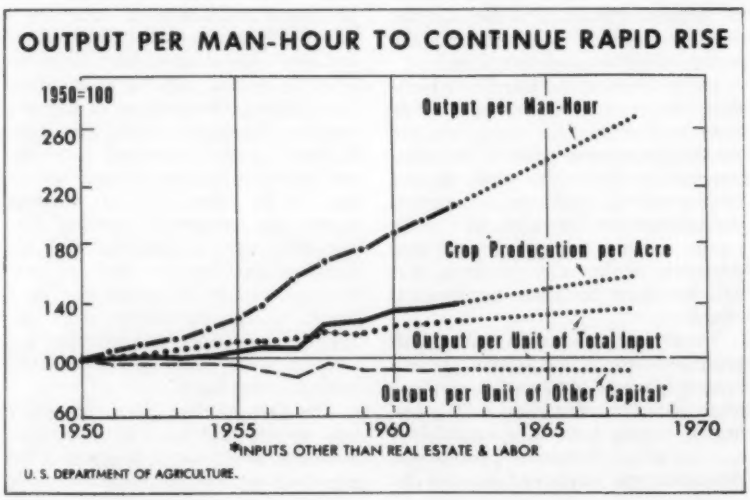
The redistribution of labor between large and small farms is closely associated with efforts to increase productivity. The basic reorganization of farming, which brought a 35 percent increase in worker output per man-hour in the past 5 years, is expected to continue. On the individual farm, this reorganization shifts the factors of production so as to economize on the use of land and labor, the two factors whose prices have risen most. To economize on land, farmers are turning to more productive plant varieties and greater use of fertilizer to increase per acre yield. This also cuts labor costs per production unit by spreading the cost of planting and cultivating a given acreage over more units of output.

Of the many ways by which farmers increase worker productivity to economize on labor, the most important is the use of machinery. An incentive to substitute machines for hand labor is furnished by the increasing cost differential. The 1963 index of farm machine prices (1950 base) was 146, while the corresponding index for farmwage rates was 159.

Worker productivity is promoted not only through changing production practices on the individual farm but also by concentrating output on those farms capable of using labor most efficiently. One aspect of the reallocation is the increasingly common practice of purchasing feed, seed, fertilizer, and other required goods and services from more efficient farmers or from nonfarm establishments, instead of producing them on the farms where they are used. Between 1958 and 1963 the use of purchased farm-production inputs increased 7 percent, while nonpurchased inputs declined nearly 9 percent.

Another aspect of this reallocation is the increasing concentration of production on large-scale farms. To realize the economies of machine use to the fullest extent, a large operation is required. Farms with annual sales valued over $10,000 increased 14 percent between 1959 and 1962, while the total farms declined from 4.1 million to 3.7 million. The U.S. Department of Agriculture predicts that the total number of farms will decline by some 15 percent, from the current level of about 3.5 million to around 3.0 million in 1968, while the number of large farms will continue to increase.

The increasing proportion of large farms has implications not only for the trend in productivity but also for varying trends in the employment of family and hired workers. For many years, family-worker employment has declined at about the same rate as the number of farms. Hired-worker employment, which is concentrated on large farms, has also decreased, but at a slower rate. In 1963, annual average employment of family workers was 4,736,000, or about 1.32 workers for each of the 3,580,000 farms reported. This ratio has held relatively constant over the past 5 years. Assuming that this ratio continues and the number of farms declines at about the rate predicted by USDA, the number of family workers will probably drop about 15 percent to around 4.0 million by 1968. Hired-worker employment, in 1963, averaged 1,783,000 or 0.50 workers per farm. This ratio has increased from 0.47 in 1958 and may be expected to increase further in the next



es newsletter

NEW MANPOWER ADMINISTRATOR

On March 29, Secretary of Labor W. Willard Wirtz announced the appointment of John C. Donovan, formerly his executive assistant, as head of the Manpower Administration. Mr. Donovan will report to Under Secretary John F. Henning who had been serving in a dual capacity as Under Secretary and Manpower Administrator. The Manpower Administration is made up of the Bureau of Employment Security, the Bureau of Apprenticeship and Training, and the Office of Manpower, Automation and Training.

ANTIPOVERTY CAMPAIGN

The President's Message presented to the Congress on March 16, delineated provisions of the proposed Economic Opportunity Act of 1964. In this comprehensive attack on poverty, particular emphasis is given to assistance to youth. An important provision calls for a work-training program to be administered by the Department of Labor to provide work and training for 200,000 young people between the ages of 16 and 21.

In order to estimate the number of youth who could be employed under the work-training provisions of the proposed bill, the USES and the affiliated State Employment Services conducted a survey of 65 standard metropolitan areas and a number of smaller urban and rural areas, located in 45 States and two Territories. The State agencies were asked to obtain from State and local public agencies and private nonprofit organizations, information on the part-time and full-time employment possibilities for these youth in community service activities without displacement of employed workers. Preliminary findings disclosed that about 600,000 jobs for youth would be available, two-thirds of which could be filled immediately.

SECRETARY'S MDTA REPORT

Results of the first full calendar year (1963) of operations under the Manpower Development and Training Act, reported by Secretary Wirtz to the Congress on April 1, show that the program is proving a valuable tool in the solution of the unemployment problems of workers who lack marketable skills. The report revealed that more than 103,000 persons were approved for training in 1963. Of the 27,500 enrollees who completed training during the year,

some 70 percent found jobs, primarily through the local employment service offices.

The Secretary pointed out that recent amendments to the Act would permit 1964 MDTA activities to be broader in scope to give more assistance to the "hard core" unemployed and those potentially unemployable.

**PROJECT LINCS**

Prior to the close of fiscal year 1964, new teletype stations in Professional Office Network offices in Atlanta, Boston, Chicago, Dallas, Detroit, New York, Philadelphia, Seattle, and Washington will be connected to existing stations in California and Arizona to form a 17-station network.

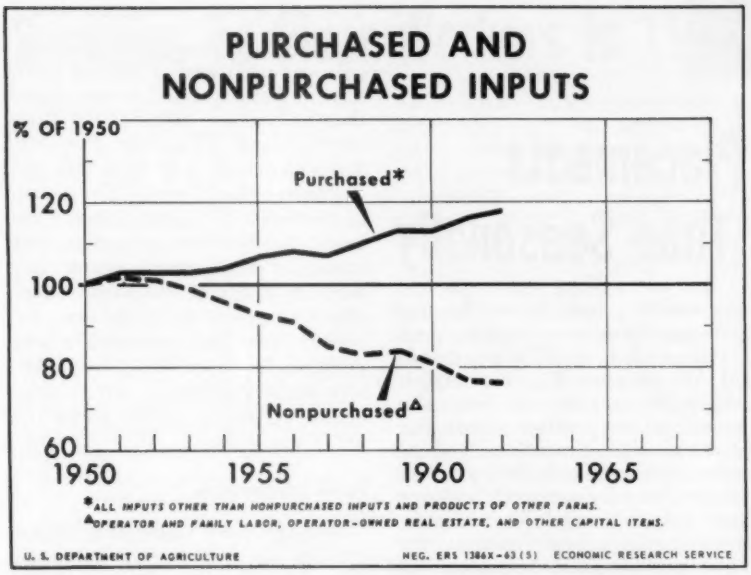
The LINCS computer program has completed its initial field test in the Sacramento, Calif. PON office. During the 90-day test period, data-processing consultants appraised the program's efficiency, and California agency management inspection personnel evaluated results in order-filling services. No basic error in computer logic was detected, and most programming deterrents were corrected during the period of the tests. Extension of computerized applicants file-search to other California PON offices will begin with San Francisco during the final quarter of fiscal 1964. Offices in Oakland, San Jose, Van Nuys, and San Diego will be incorporated in fiscal 1965, and in Los Angeles in the first quarter of fiscal 1966.

**PLANS FOR PROGRESS**

Plans have been completed for launching an intensive effort to secure high-level job openings with Plans for Progress employers for current and recent Negro college graduates. A list of these employers and their subsidiary companies, containing some 1,400 employing establishments, has been prepared. This list will be distributed to local offices with instructions to visit local listed establishments to solicit their current job openings. Openings which cannot be filled locally will be given special clearance to States in which Negro colleges are located. In areas having Negro colleges, local offices will inform college officials of this special employment service activity and release information about job openings for them to disseminate among prospective graduates. They also will arrange for interviewing those students who feel they possess qualifications for the various jobs.

**EXPERIMENTAL TRAINING PROJECT**

An experimental training program for young persons with executive potential will be conducted at the Woodrow Wilson School of Public and International Affairs at Princeton University, June 18 to 26. It is designed to assist State agencies in their efforts to attract and retain qualified young professionals. State agencies have nominated 76 persons to attend. A limited number of BES national and regional office staff will participate.




5 years. Consequently the decline in hired-worker employment will probably be less than 15 percent.

Largely because of the introduction of labor-saving practices on the individual farm, man-hours of hired labor per farm declined between 1959 and 1962 in every economic class. At the same time, the increase in large farms using large amounts of hired labor raised the overall average man-hours per farm. The decline in total farms more than offset the increase in average man-hours, causing a small decline in the total man-hours of hired labor used by all farms.

Between 1959 and 1962, total man-hours of hired labor used by farms with annual sales under $10,000 decreased 24 percent, while the total for farms in the three largest economic classes increased. With economic factors which created these divergent trends still present, similar trends can be expected in the future.

The Department of Agriculture's projection of a 10 to 15 percent decline in man-hours is predicated on the assumption that total farm production will expand 11 percent and that worker output per man-hour will increase at about the same rate as in the recent years.

Future employment trends may be expected to vary from crop to crop, depending on specific trends in productivity and production. During the past few years, output per man-hour has increased more for feed grains and cotton than for any other crops, while productivity gains have been slowest in fruit crops. Advances have been relatively slow for vegetable, sugar, tobacco, and oil crops. This picture might change in the event of a technological breakthrough revolutionizing production practices for a particular crop.

USDA predicts that the greatest production increases during the coming 5 years will be the 26 percent in oil crops and the 24 percent in food grains. Cotton production is expected to increase 2 percent, vegetable production 5 percent, and tobacco production 12 or 13 percent. A slow upward trend is in prospect for fruit production.

*In a coming issue, look for the story of the new teletype stations which are being established in professional network offices in Atlanta, Boston, Chicago, Dallas, Detroit, New York, Philadelphia, Seattle, and Washington. Installations will be completed by June 30 and will be connected to existing stations in California and Arizona to form a 17-station network for fast transmittal of all types of placement and labor market information.*

## National Conference on Problems of Rural Youth

Sponsored by the National Committee for children and youth, a national conference on the problems of rural youth was held at the Oklahoma State University at Stillwater, September 22 to 25, 1963. While recommendations of the conference covered a broad range of problems, the following points on improving counseling and guidance programs are of special interest.

1. Maximum use should be made of existing counseling personnel. All counselors working with youth should meet recognized standards.

2. The most effective working relationship should be established between the Employment Service and schools. Consideration should be given to summer employment by the Employment Service of school counselors and the use of ES personnel to supplement school counseling staffs.

3. No one agency can overcome the problems of rural youth. Coordination based on careful planning and cooperation between local, State, and Federal resources is essential.

4. Counseling services of the Employment Service should be extended to rural areas.

5. More effective methods for developing, presenting, and distributing occupational information should be devised. More reliable long-range projections are especially needed. In addition, information relating to adjustment to city living must be provided to rural youth faced with migration from the home community.

6. Vocational training and counseling programs should be developed or expanded in order to create a rural community pool of skilled workers. This would encourage industrial development of the area.

7. Special educational programs for potential dropouts must be developed. The programs might entail work-study arrangements, urban-rural exchanges, and direct exposure to occupations while in school.

# February Nonfarm Placements Decline Less Than Seasonally

Reflecting the general vigor of the economy, February nonfarm placements, totaling 413,700, decreased 6.5 percent less than seasonally from January. The annual rate of placements, after allowance for the length of the work month and seasonality, was 6.3 million in February, compared with 6.2 million the previous month and 6.6 million a year ago.

Although placements of men increased slightly from a year ago, the gain was more than offset by a 9,500 decline among women. The loss in jobs for women was concentrated in clerical, sales, and service occupations, and in such industries as government, household service, and finance-insurance-real estate. Among the moderate increases in most occupational groups for men, the largest, nearly 6 percent, was in the semiskilled category. Placements of men in service and unskilled occupations were 2 percent higher. Most industry divisions gained in placements for men, the largest being the almost 9 percent in durable goods manufacturing and 8 percent in construction.

### Placements in Durable Manufactures Rise

While February employment in the durable goods sector was unchanged from January, placements, at 44,000, advanced 6 percent.

Over the year, durable goods employment gained 2 percent and placements nearly 4 percent, primarily in lumber and furniture, the metals industries, and transportation equipment. Construction placements—up about 4 percent from January and 7.5 percent from 1963, reflected the continued expansion in building activity. Among occupational groups, placements of skilled workers, at 24,000, rose 3 percent above January but were slightly lower than last year.

Placements in the 55 largest Standard Metropolitan Statistical Areas, at 217,000 in February, were also down from the previous month and year. In most occupational and industry divisions, levels declined from January but were substantially higher than last February. For example, among occupational groups, the 14,000 placements in the professional and managerial category were up 7 percent from 1963; among industry divisions, construction, with 8,000 placements, increased 20 percent over the year.

### Counseling and Testing Increase

In February, the 116,000 individuals counseled were 5 percent more than in January and 3 percent more than in February 1963. Individuals tested totaled 196,000 in February, also up 5 percent over the month and 7 percent over the year. The pickup in these activities from January resulted chiefly from counseling and testing of high school seniors and dropouts under the cooperative high school program. Over the year, the gain reflects the expanded school program, the continued growth in the high school population, and, to some extent, increased activity under the MDTA program.

### Farm Placements

February farm placements totaled 133,100, about 27 percent above last February and higher than the average (128,000) of the preceding 5 years.

*—Branch of Labor Market Operations Research, USES.*

*Nonfarm Placements in the United States* and in 55 Largest Metropolitan Areas, by Occupation and Industry, February 1964*

| Occupation and industry | Nonfarm placements | | | | Percent distribution of nonfarm placements | |
|---|---|---|---|---|---|---|
| | Total United States | Percent change from year ago | Total 55 areas | Percent change from year ago | Total United States | 55 areas |
| Total [1] | 413,700 | −2.1 | 216,600 | −1.5 | 100.0 | 100.0 |
| Occupation: | | | | | | |
| Professional and managerial | 18,700 | −0.8 | 14,100 | +6.7 | 4.5 | 6.5 |
| Clerical and sales | 71,700 | −7.2 | 39,800 | −9.1 | 17.3 | 18.4 |
| Service | 133,300 | −2.7 | 74,100 | −2.2 | 32.2 | 34.2 |
| Skilled | 23,800 | −0.6 | 11,800 | +2.0 | 5.8 | 5.4 |
| Semiskilled | 58,000 | −0.6 | 26,800 | −0.2 | 14.0 | 12.4 |
| Unskilled and other | 108,200 | +1.0 | 50,100 | +2.4 | 26.2 | 23.1 |
| Industry: | | | | | | |
| Construction | 23,900 | +7.5 | 8,200 | +20.1 | 5.8 | 3.8 |
| Manufacturing | 92,300 | −0.6 | 44,100 | −0.9 | 22.3 | 20.4 |
| Durable goods | 44,000 | +3.9 | 21,600 | +1.3 | 10.6 | 10.0 |
| Nondurable goods | 48,300 | −4.4 | 22,500 | −2.9 | 11.7 | 10.4 |
| Public utilities | 13,700 | −2.3 | 5,400 | −8.2 | 3.3 | 2.5 |
| Trade | 99,000 | −0.1 | 51,100 | −0.9 | 23.9 | 23.6 |
| Service | 160,900 | −1.2 | 96,300 | +0.8 | 38.9 | 44.4 |
| Government | 12,400 | −30.8 | 6,400 | −27.8 | 3.0 | 2.9 |
| Other | 11,500 | −15.1 | 5,100 | −25.3 | 2.8 | 2.4 |

[1] Items may not add to total due to rounding.
*Includes Puerto Rico, Guam, and the Virgin Islands.

# Services To Older Workers In 1963

Workers age 45 years and over—40 percent of the labor force and about 29 percent of the unemployed—are less likely to lose their jobs than younger workers, because they are well established and often protected by seniority rights. But once they become unemployed, older workers face serious difficulties in getting new jobs. Their skills may be outmoded, their educational level may compare unfavorably with that of younger workers, and they may be less mobile. In addition, they may face discriminatory hiring practices because of age. Therefore, the Employment Service places special emphasis on services to this group of workers.

*Nonfarm placements* of older workers in calendar year 1963, totaling 1,316,000 and virtually unchanged from 1962, were about 20 percent of all nonfarm placements in each year. In jobs requiring greater skill and training, their proportions in 1963 were larger—27 percent of all skilled and 22 percent of all professional placements.

*New applications* filed at local employment service offices by older workers rose 1 percent over the year to 1,912,000 in 1963, about 17 percent of all new applications and 43 percent [1] of all older workers who were unemployed at some time during the year.

Some 129,000 older workers—7 percent of all new applicants in this age group compared with 11 percent in all age groups—received *counseling* in 1963, 9,000 less than 1962. Because of the increased needs of this age group in today's complex labor market requirements, expansion of counseling services may be indicated.

[1] *Based on 1962 unemployment data. Preliminary data for 1963 indicate no change.*

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DECADE OF PROGRESS

(*Continued from page 36*)

first action was to make a detailed study of each convention placement service which had been provided during the past 10 years by various State agencies. Preliminary study revealed that as the annual meetings of professional societies moved from one State to another each year, each host State agency would devise its own procedures and specialized forms. The result was a great lack of uniformity in the quality of service provided to associations from year to year.

Out of the maze of convention placement service reports studied, it was learned that most applicants wished to review employer orders and make their own selection. Similarly, employers greatly favored procedures which allowed them personally to review applications and make their own selection. Letters of commendation from both the professionals and the societies provided eloquent testimony to the success of this streamlined type of service. The New York agency had seemingly recognized this several years before and had discontinued the full interview type of service as being not adapted to the unusually heavy demands of a convention placement service.

Forms which had been developed by State agencies over the years for use in convention placement service were carefully evaluated, together with forms which had been developed by highly successful private recruiting agencies. Working closely with several of the professional associations, the best features of these forms were combined in standard convention placement service forms.

Library cases, complete with review binders and supply and sign kits, were obtained; thus the national office can send every item needed to the recruiting center other than staff and copying equipment.

Perhaps the most complex problem of convention placement service involved communications at the centers. Employers and applicants found it very difficult, even after being referred, to locate each other in the teeming crowds of the convention.

Initially, an elaborate message board which consisted of a pegboard equipped with over a thousand numbered tags similar to the system employed by a major private recruiting facility was used. However, this system proved too cumbersome and was soon replaced with a radically new method which consisted of message exchanges with numbered compartments. This method has proved highly efficient as a means of communication.

The convention placement service provided for the American Economic Association at its annual meeting in December 1963, in Boston has become the hallmark of convention placement service. This service was given by the Massachusetts agency, with the assistance of professional placement interviewers from nearby States. In all, 1,384 applicants and employers were served at the center. The Massachusetts State agency, using the standardized procedures developed by contributing State agencies during the past 10 years, provided a smoothly operating service for great numbers of professionals.

### Favor Year-Round Service

At the close of the convention, the executive board of the American Economic Association voted to take an official stand favoring a year-round placement service agreement with the Employment Service. Within 4 weeks, three other major professional societies contacted the national office requesting year-round service.

It is too early to write about what will materialize from this official acceptance of the Employment Service. It is clear, however, that the present standards of convention placement service indicate the high level of professional competence possessed by our local office interviewers. It also demonstrates the willingness of the State agencies to engage wholeheartedly in a teamwork approach devoted to the continued development of the most efficient major professional recruiting facility in the country.

—DAVID N. PAYNE, *U.S. Employment Service.*

# Defense Spending Slowdown Affects Industry Centers

Readjustments in military production requirements are affecting many of the Nation's labor markets as layoffs in defense industries cause employment dislocations. In February, for example, local public employment offices throughout the country reported a significant number of layoffs in defense-related establishments. However, employment levels in defense-related industries have not yet shown measurable significant declines nationally, because of large defense projects still in process, offsetting conversions to new defense products, and a general upswing in the economy.

Federal defense expenditures account for a substantial proportion of the Nation's total employment. In 1962, defense-related disbursements for new construction and for goods and services of $33.6 billion—more than 6 percent of gross national product—were responsible for 3.3 million civilian jobs, or 5.3 percent of total nonfarm employment. Defense contract awards in 1963 continued at about the same level as in the previous year.

With defense production sustaining such an important proportion of total national employment, decisions regarding the level of expenditures, shifts in types of goods and services produced, and geographical distribution of defense procurement often lead to sharp expansions or contractions in employment and unemployment in those labor market areas dependent on defense-related industries. Therefore, the Defense Department's activities with respect to cutting military procurement and closing some installations have already caused job losses in some industrial centers. Other areas, however, have had compensating gains.

### Principal Defense Production Industries

Defense production is largely concentrated in four major industries: electrical machinery, aircraft, ordnance, and shipbuilding. None of these showed significant overall employment declines in 1963 except shipbuilding, where payrolls in private yards dropped 5.7 percent. Since many individual projects—such as the production of missiles, weapons systems or space vehicles—involve these and other industries, the impact of a particular defense cutback on a single industry may be difficult or impossible to assess.

While employment in the entire *electrical machinery* and equipment industry declined only slightly during 1963, there were significant losses in communications equipment, and slightly less in electronic components and accessories, the two industry sectors producing the bulk of this industry's defense output. A number of major labor market areas where electrical machinery manufacturing is important reported sharp over-the-year employment fluctuations. The 31 largest centers producing electrical machinery lost 40,000 jobs in that industry in 1963. The largest drop was in the key Los Angeles-Long Beach area, where curtailment of space and missile projects (notably Skybolt) dropped January 1964 employment 14,500 below a year earlier. A loss of some 5,800 electrical machinery jobs occurred in Philadelphia during the year with cutbacks on the BMEWS and SKYBOLT projects. Other areas reporting declines in electrical machinery plants include Boston, Chicago, Cincinnati, Jersey City, Newark, New York, and Syracuse.

Estimates of employer needs by mid-spring indicate a slight job rise despite further defense reductions in Los Angeles-Long Beach and Cincinnati. Hiring advances scheduled in Chicago, Fort Wayne, Milwaukee, Jersey City, and Syracuse are mostly attributable to civilian production.

### Jobs in Aircraft Centers Decline

In the defense-oriented *aircraft* industry, overall employment changed little during 1963. Aircraft jobs in the 30 major producing centers also varied slightly, declining by only 10,000 (1.9 percent) during the year, as some areas registered sharp declines and others reported gains. The most severe job retrenchments were in the Seattle area with the cancellation of the DYNASOAR project in December. In the Los Angeles-Long Beach area, contract completions and cancellations (such as that of a subcontract for the RANGER moon probe program) reduced employment substantially during 1963. Lower defense procurement was also cited in the over-the-year job losses in aircraft plants in Cincinnati, Columbus (Ohio), Dallas, Denver, Hartford, Indianapolis, San Diego, and other areas. In contrast, sizable over-the-year advances in Atlanta, Fort Worth, and St. Louis were attributed to work on new types of manned aircraft—both civilian and military—as well as space and missile projects.

Employers in aircraft centers reported further defense-related declines for the industry during coming months, with the bulk of the loss probably in Columbus (contract completions), Hartford (slackening orders for aircraft engines and helicopters), Paterson-Clifton-Passaic (closing of a propeller plant), Sacramento (reduced aerospace work), San Diego (missile contract completions), and Seattle (continuing effects of DYNASOAR cancellation).

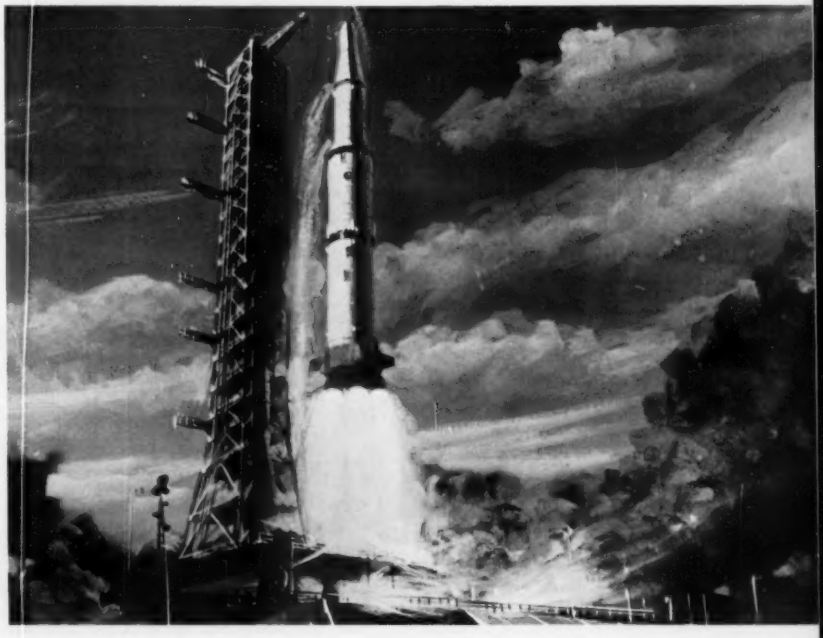
On a national basis, *ordnance* industry employment remained stable during 1963, despite slight declines in the sighting and fire control sector. The largest cutbacks were in Binghamton, Lawrence-Haverhill, and New York City. However, substantial increases during the year occurred elsewhere, notably in Los Angeles-Long Beach, with the expansion of the APOLLO project, and in New Orleans where work on the SATURN V moon vehicle advanced.

Little overall change in ordnance employment is foreseen for coming months as further gains in Los Angeles-Long Beach balance scheduled employment losses elsewhere, notably in Cleveland (fewer orders for military tanks).

*(Continued on page 64)*

*NASA photo*

***An artist's drawing of the SATURN V which is under construction to carry three astronauts to the moon. A thrust of 7½ million pounds will lift the vehicle off its pad.***



# Meatpacking Jobs Decline

Meatpacking plants are producing more with fewer workers in recent years, largely as a result of the industry's emphasis on improved technology and plant modernization. From January 1957 to January 1964, employment dropped by an estimated 54,000 to a low of 192,200 in meatpacking establishments throughout the Nation (table 1). In contrast to the shrinking number of jobs, annual red meat production—beef, veal, lamb, mutton, and pork—rose 11 percent in the 7 years from 1956 through 1963. The proportion of production workers to all workers in meatpacking plants has not changed significantly in recent years, declining by only 1 percentage point from 1958 to 79 percent in 1963.

### Technology Changes Industry

Newly mechanized plants, often relocated close to the source of livestock supply, dominate the industry's postwar development. Capital expenditures of meatpacking establishments rose from $68 million in 1947 to $85 million in 1962,[1] when 265 new plants entered the field while 200 others went out of business.

At the turn of the century, the industry was already using an overhead conveyor chain for dressing small animals, but plants built then were allowed to become obsolete. The dressing of beef carcasses has now in some instances been converted to on-the-rail operations—the suspension of carcasses from an overhead rail—while mechanical platforms move workers up and down to permit dressing of various sections, in some cases, with powered compressed-air knives. This development resulted in maximum utilization of skilled workers but eliminated many unskilled workers previously required to lift and haul carcasses for dressing.

Mechanical viscera handling, in some instances, doubled productivity in this operation. One man on a hydraulic platform can wash 35 carcasses an hour, equaling the output of two men previously. With the new hide stripper, two men can peel a carcass in 42 seconds instead of five men in 2 minutes. It is possible for less highly skilled workers to operate new hide stripping equipment and produce a superior product.

New technology has also been extended to the preparation and packaging of meat products. A continuous process for manufacturing frankfurters is now being used and may replace the small batch method. Operation and maintenance of the newest machinery for continuous processing and automatic packaging of frankfurters requires greater skill than formerly. New ham canning equipment and flash curing have virtually eliminated the need for a curing cellar. Mechanical separation of fat from trimmings is eliminating much hand trimming. Also in operation is a completely automated refinery producing 40 different shortening and edible oil products tailored to custom specifications.

As in the production and processing of meat, new technology in the form of automatic data processing equipment has been introduced in accounting, planning, and marketing operations. For example, a teletype network schedule for introduction in California early in 1964 will integrate marketing operations by linking ranchers, feeders, and packers from Red Bluff to the Mexican border into one huge electronic auction ring.

These developments have led to increased output per man-hour, and in some cases, to a change in skill requirements or the elimination of jobs. Data for measuring the impact of technology on the industry's output per man-hour are not available, since a number of factors such as plant variations in product mix and product mechanization inhibit precise measures. Despite these technical difficulties, however, trends indicate a definite increase in overall production accompanied by a decline in the industry's work force. As a result of research, industry outlook is for con-

[1] *U.S. Department of Commerce, Annual Survey of Manufacturers.*

tinued improvements in technology and products.

### Jobs Move Closer to Livestock

Meatpacking establishments are locating closer to livestock supplies. Hard roads reaching into the farmer's backyard, refrigerated trucks, and high-speed interstate highways to population centers have made it possible to establish packing plants in interior areas away from the traditional livestock terminal markets. Here the packer hopes to lower costs by bypassing the commission merchant and saving on transportation costs.

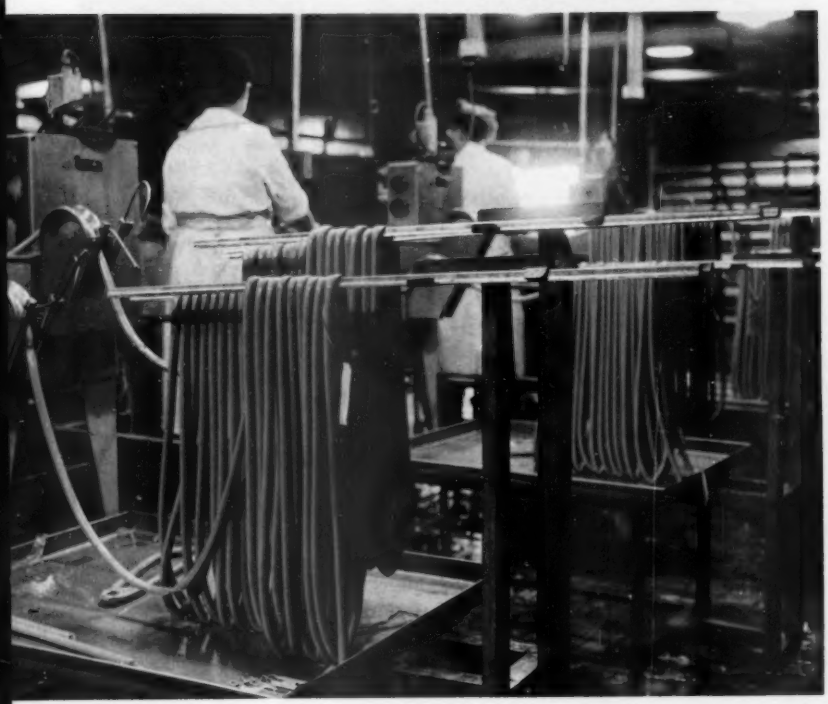
Interior areas of the Corn Belt are the scenes of brisk construction of new plants. Recently completed, under construction, or projected in the spring of 1963, for example, were 17 plants—9 in Iowa (Perry, Dennison, Harlan, Iowa Falls, Grinnell, Alton, Fort Dodge, Cherokee, and Columbus Junction), 2 in Minnesota (Luverne and Worthington), 4 in Illinois (Sterling, Princeton, Momence, and Rochelle), and 1 each in Nebraska (West Fargo) and in North Dakota (Needham).

### Employment Concentrated in North Central States

In January 1963, the latest period for which geographical detail was available, almost three-fifths of the workers in meatpacking establishments covered by State unemployment insurance were in the North Central region, with Iowa alone providing jobs for 24,800 workers, or 13 percent of the national total. Other important States in this region were Illinois, Minnesota, Nebraska, and Ohio, with a combined employment of 48,200 workers.

The South accounted for over one-fifth of industry employment. Texas, with 11,140 workers, was the Nation's fourth leading State. The Northeast and West each had one-tenth of the meatpacking jobs. Pennsylvania was the principal industry center in the Northeast, while California was the West's leading meatpacking State.

Endless strings of frankfurters thread their way through the linking machines.



*This article is a condensation of* Industry Manpower Survey *No. 108, which analyzes employment in Meatpacking Plants (Standard Industrial Classification Code 2011). The analysis is based largely on reports gathered in May 1963 by affiliated State employment services from 318 establishments with 76 percent of the industry's employment. Copies of the full report are available on request to the Branch of Skill and Industry Surveys of the United States Employment Service, U.S. Department of Labor, Washington, D.C., 20210.*

(See complete Industry Manpower Survey for State detail.)

Accompanying the overall decline in industry employment in recent years is a modest shift in the regional distribution of its work force from the North Central States to the South. In January 1963, the North Central States accounted for under 58 percent of all meatpacking employment, while 7 years earlier, the area employed 60 percent of the workers. The South, however, employed 23 percent of the workers in January 1963, compared with 20 percent in January 1956.

Among the 33 States with employment of at least 1,000 workers in meatpacking establishments in Janu-

TABLE 1.—*Employment in Meatpacking Plants*

*January 1956–January 1964*

(*In thousands*)

| *Month and year* | *Industry total* |
|---|---|
| January 1956 | [1] 248.0 |
| January 1957 | [1] 246.0 |
| January 1958 | 223.9 |
| January 1959 | 212.6 |
| January 1960 | 213.9 |
| January 1961 | 206.7 |
| January 1962 | 200.9 |
| January 1963 | 194.2 |
| January 1964 | [2] 192.2 |
| Net change: 1956 to 1964 | [1] —55.8 |
| Percent change: 1956 to 1964 | [1] —22.5 |

[1] Estimated by the Bureau of Employment Security.
[2] Preliminary.

Source: Bureau of Labor Statistics.

ary 1963, only 6 States—all in the South—experienced an increase of 100 or more workers from January 1956: North Carolina, Mississippi, Kentucky, Florida, South Carolina, and Arkansas.

States having a decline of 1,000 or more workers were California, Illinois, Indiana, Iowa, Kansas, Maryland, Massachusetts, Minnesota, Missouri, Nebraska, New Jersey, New York, Ohio, Oklahoma, Pennsylvania, Texas, and Wisconsin.

### Few Plants in Areas of Heavy Unemployment

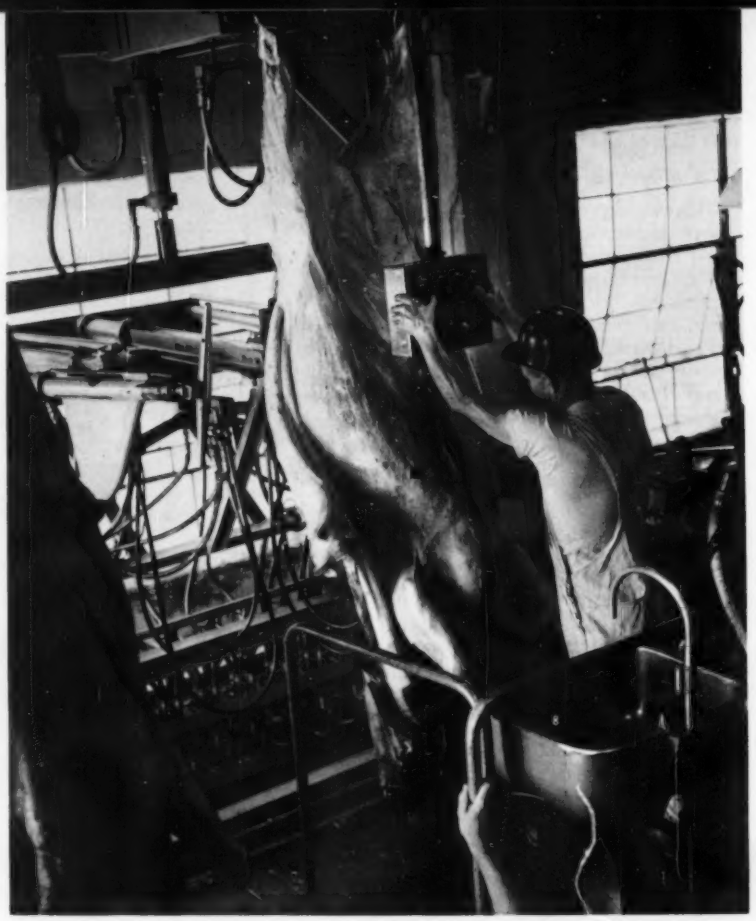
In line with the modest industry-wide decline of 2 percent in the year ending May 1963, employment in the 36 principal areas of industry production also changed little.

In 24 areas, meatpacking workers accounted for less than 5 percent of all manufacturing employment. In six additional areas — Dubuque, Madison, Omaha, Sioux City, St. Joseph, and Waterloo—industry employment was a sizable segment of the factory work force, ranging from 21 percent in Omaha to 31 percent in St. Joseph, Mo. Because of the high proportion of meatpacking to total manufacturing employment in these six areas, variations in the meatpacking work force may materially affect job opportunities in each of the areas. Latest data—for November 1963—showed heavy meat plant layoffs in the Sioux City area and additions to the industry's payroll in the Dubuque area since May 1963. No substantial variations occurred in the industry employment since May in the four other industry centers. The layoffs in Sioux City were due to a plant relocation, while most of the pickup in Dubuque was seasonal.

### Displaced Workers Have Difficult Adjustment

A number of surveyed establishments reported permanent layoffs of 100 or more during the past year. A majority of laid-off workers were men 45 years and over; all skill levels were affected.

Displaced workers experienced difficulty in obtaining reemployment for a variety of reasons. The industry's demand for workers is diminishing. In addition, age, lack of other skills, and a low educational level block the workers' entrance into other fields. Another inhibiting factor is the difficulty in obtaining entry wage rates that are as high as in meatpacking.



**Part of an on-the-rail processing installation is this push-button-controlled machinery which removes hides from beef carcasses.**

### Collective Bargaining Agreements Aid Displaced Workers

Collective bargaining agreements attempt to mitigate hardships of workers displaced as a result of technological and other industry developments. In 1961, new agreements were negotiated between major meatpacking companies and the two principal unions, the United Packinghouse, Food and Allied Workers, and the Amalgamated Meat Cutters and Butcher Workmen of North America. The following provisions were included, not necessarily in each of the contracts: Continuation of the automation funds established in 1959 to assist displaced workers; 90-day advance notice of a plant shutdown; severance pay, transfer rights, early retirement, moving allowances, and technological adjustment pay for displaced workers.

Generally, the agreements specify that the automation funds be financed through royalties on shipments, and administered by a committee of union, management, and impartial members. Expenditures are authorized for such purposes as: Study of the manpower problems resulting from modernization and recommendations for their alleviation; training employees for new jobs; and creation of employment opportunities within the companies.

Although some workers have accepted transfers to other plants, retraining appears to offer the greatest potential in reemploying displaced workers.

### MDTA Assists Meatpacking Workers

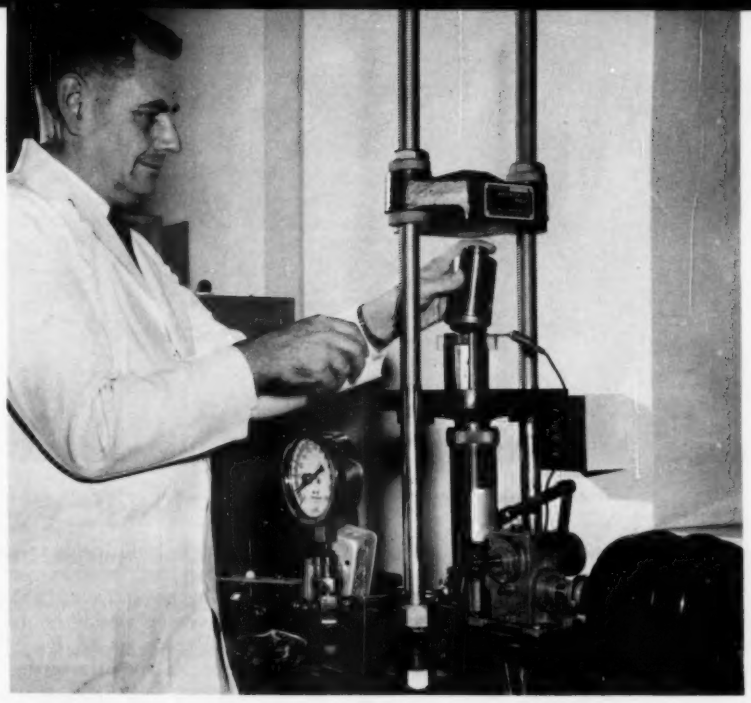
Funds made available under the Manpower Development and Training Act have been used not only to retrain displaced meatpacking workers but also to train workers in areas where certain industry skills are in short supply. Former butchers, laborers, and shipping clerks in packing plants in Iowa, Nebraska, Texas, and other States have been retrained for such jobs as auto mechanic, upholsterer, welder, and electronic assembler. In Sioux City, Iowa, where a large meatpacking plant closed in June 1963, more than 50 displaced industry workers were selected for MDTA training courses scheduled to begin before November 1963. In addition, over 160 trainees have been enrolled in on-the-job training courses in packing plants in localities where these skills have been in short supply.

A new plant which opened early in 1963 in Coldwater, Mich., was the first meatpacking establishment to undertake on-the-job training under MDTA. Most of the plant's 65 workers received training in a wide variety of plant jobs. In Calhoun, Ga., two on-the-job courses were approved—one to train 20 butcher apprentices, the other, 23 meatcutter apprentices. Other courses in Brownwood, Tex., were approved to train 20 boner-dressers, 25 butchers, and 12 trimmer-packers.

### Special Projects Study Impact of Technology

Because of its concern with the manpower implications of automation and technological change, the USES, in cooperation with the affiliated State employment security agencies, established a program of special action projects. Two projects dealt with layoffs in the meatpacking industry. A similar project is being conducted independently by a State employment service agency.

The first, in the Midwest, concerned the move of a major meatpacking company to a modernized plant in November 1961 which cut its work force by one-third, displacing about 700 workers. The project ran for a year with both study and action phases. To help the employer and to gain a thorough understanding of the impact of technological changes on manpower requirements in the new plant, the project staff prepared job analyses, staffing patterns, and flow charts. Staff services to the displaced workers included testing, counseling, and intensive job development efforts. Project personnel worked closely with community organizations to assist workers in obtaining reemployment. They also played a major role in the administration of retraining activities through an automation fund. At the conclusion of the project, only 100 workers were actively seeking work; these were referred to the regular staff of the local employment service office for further placement assistance. The remaining 600 had been recalled, obtained other jobs, or had withdrawn from the labor force.



**This hydraulic press provides a fast and accurate way to predict how tough or tender meat will be.**

*Photos courtesy U.S. Department of Agriculture and Armour & Co.*

One resource available to the project staff in helping workers to find suitable reemployment was $60,000 made available through the company's automation fund for retraining. Of the 700 laid-off workers, 173 were approved for training; 69 actually entered programs. Among those who began training, 20 dropped out, 33 completed courses, and 16 were still in training as of June 1963. Of the 33 who completed courses, 25 were placed in jobs and 21 were still employed during a November 1962 followup. Four trainees refused training-related jobs.

The second project—in the Southwest—was a study of long-term unemployed workers who had been displaced from the meatpacking industry. Their experiences were compared with a cross-industry sample of long-term unemployed still seeking work through the local employment service office. Former meatpacking workers were generally resistant to retraining, doubtful that jobs would be available even if they were retrained, and unfamiliar with job hunting techniques. They were

An automated system for cattle dressing-on-the-rail.

older, had a lower educational level, and were used to higher wage rates. Therefore, they had greater difficulty in adjusting to the realities of their situation than the cross-industry group. Service to such an applicant had to be on an individualized basis to overcome some of the abovementioned barriers to reemployment.

Another project in the Midwest was initiated by a State employment service agency in response to a plant shutdown displacing 900 workers. The State agency, drawing upon the experiences of the previous Midwest automation project, instituted special services for these workers. Its staff conducted interviews at the plant before the layoff, gave aptitude tests both at the plant and in the local office area, assembled and made available labor market information, developed MDTA proposals, and established a good working relationship with the automation fund administrators. In line with what was learned earlier, the emphasis is on dealing with each worker individually to explore all avenues to suitable reemployment.

### Wages and Turnover High

Production workers in meatpacking plants are among the most highly paid in manufacturing, with weekly earnings about one-fifth more than the average manufacturing wage. Between 1953 and 1963, the differential between average weekly earnings of production workers in meatpacking and in all factory activities increased from $3.46 to $20.19.

The higher wages paid meatpacking workers were in part due to longer hours and overtime pay. From 1953 through 1963, average weekly hours ranged from 0.8 hours to 2.3 hours greater than for all manufacturing production workers. In 1963, production workers in meatpacking plants averaged 42.4 hours per week, compared to 40.4 hours for production workers in all manufacturing activities.

Average hourly earnings for production workers in meatpacking plants in May 1963 were $2.79—$0.34 above the average for all factory workers. More than 6 out of every 10 plants paid male workers an entry wage of at least $2 per hour, while 5 out of 10 plants paid women at this level. The most common hourly entry wage rate nationwide was in the $2.25 to $2.49 range.

Labor turnover rates in meatpacking plants continue to exceed those for all manufacturing industries, although meat production is tending to become slightly less seasonal than in the past. Employment levels still expand and contract, however, as livestock receipts and consumer demand fluctuate.

—Norma F. Ausmus, *U.S. Employment Service.*

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### Defense Spending Slowdown

(*Continued from page 59*)

In the *shipbuilding industry,* nationwide employment in private yards declined by nearly 6 percent over the year ending January 1964. Chiefly because of contract completions and lack of new work, key shipbuilding centers lost some 9,000 shipbuilding jobs, the largest in Baltimore, Charleston (S.C.), New York, Norfolk-Portsmouth, Philadelphia, and Seattle. Continued employment retrenchments are in store for this industry during coming months, primarily in Baltimore, Mobile, and San Francisco-Oakland, according to employer reports.

### Employment Outlook for Nondefense Industries

Employer estimates of manpower needs for the coming months, as reported to local public employment offices, suggest an overall slight-to-moderate employment advance for nondefense industries. Seasonal expansion in *construction, trade,* and *service* is expected to account for the bulk of the employment advance during coming months. However, about three-fourths of the surveyed areas also expect some manufacturing employment gains by mid-May, the largest in the *food processing* industry, particularly among west coast fruit and vegetable processing centers.

In durable goods manufacturing, the largest employment gain is expected in the *fabricated metals* industry in response to seasonal demand for metal food containers and structural metal products. Overall moderate employment expansion is likely through mid-May, with the most significant gains slated for the Chicago, Los Angeles-Long Beach, Milwaukee, Philadelphia, San Francisco-Oakland, and St. Louis areas.

In nondurables manufacturing industries (other than food processing), the most important employment development scheduled through mid-May is a moderate seasonal decline in the *apparel industry,* as factories complete production of spring and summer lines.

A slight employment advance appears in the offing for the *textile* industry, according to employer reports, with hiring expected in such industry centers as Chattanooga, Cleveland, Philadelphia, and Providence-Pawtucket.

—Arthur F. Ackermann *and* James V. Carley, *USES.*

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More detailed data are provided monthly in EMPLOYMENT SERVICE STATISTICS, available on request to the U.S. Employment Service, Bureau of Employment Security, Washington, D.C., 20210.

## Table 1.--Selected Local Office Employment Service Activities, February 1964

| State | Nonfarm Job Openings | | Nonfarm Employer Contacts 2/ | | New Applications 3/ | | Counseling Interviews | | Placements | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | | | | Nonagricultural | | |
| | Total available openings 1/ | Percentage change from year-ago | Total (except mail) | Percentage change from year-ago 4/ | Total | Percentage change from year-ago 4/ | Total | Percentage change from year-ago 4/ | Total agricultural | Total | Percentage change from year-ago | Short-time |
| Total | 735430 | 40 | 244965 | -149 | 915691 | 13 | 188853 | 01 | 133084 | 413785 | -21 | 129127 |
| Alabama | 11895 | 80 | 3094 | -12 | 12659 | 17 | 2105 | 13 | 313 | 7175 | 44 | 1743 |
| Alaska | 1491 | -162 | 300 | 48 | 1451 | 170 | 345 | 327 | 0 | 439 | -272 | 73 |
| Arizona | 11439 | 53 | 4048 | -33 | 11964 | 152 | 2217 | 865 | 53966 | 7271 | -71 | 1842 |
| Arkansas | 9554 | 161 | 2288 | 68 | 11949 | -39 | 2753 | 163 | 225 | 7827 | 172 | 2706 |
| California | 88901 | 116 | 18444 | -46 | 122937 | 34 | 16235 | -101 | 9617 | 50021 | 58 | 22115 |
| Colorado | 8151 | -76 | 2883 | -291 | 10641 | 6 | 3106 | 120 | 202 | 5048 | -4 | 2039 |
| Connecticut | 12597 | -53 | 3389 | 102 | 14584 | 97 | 2908 | 237 | 59 | 5024 | -231 | 1112 |
| Delaware | 1164 | 138 | 873 | -136 | 1468 | 48 | 834 | -577 | 56 | 430 | 239 | 57 |
| Dist. of Col. | 9086 | -128 | 2396 | -317 | 5139 | -12 | 1938 | 427 | 0 | 3190 | -174 | 1154 |
| Florida | 30273 | 70 | 3650 | -336 | 19045 | 10 | 3386 | 58 | 25826 | 19241 | -52 | 3978 |
| Georgia | 15330 | 100 | 2002 | -358 | 15651 | -31 | 2560 | -25 | 208 | 9932 | -12 | 1383 |
| Guam | 1190 | -204 | 12 | — | 48 | — | 0 | — | 0 | 39 | -458 | 0 |
| Hawaii | 2667 | 598 | 883 | -446 | 3807 | 99 | 569 | 133 | 92 | 951 | -26 | 31 |
| Idaho | 2805 | -30 | 880 | -150 | 4619 | 50 | 1119 | -92 | 220 | 1958 | -102 | 595 |
| Illinois | 27871 | 161 | 21265 | -134 | 34596 | -64 | 7653 | 34 | 294 | 12835 | -162 | 3373 |
| Indiana | 14806 | 102 | 5646 | -414 | 23686 | -26 | 5090 | 583 | 78 | 6685 | 16 | 1031 |
| Iowa | 8038 | 3 | 6983 | 289 | 7439 | -7 | 1922 | -28 | 650 | 5015 | -56 | 1508 |
| Kansas | 8441 | -23 | 3247 | -110 | 8359 | 46 | 2350 | 142 | 212 | 4667 | -170 | 1759 |
| Kentucky | 5746 | 97 | 1405 | -575 | 13517 | 114 | 3164 | -18 | 40 | 3110 | -137 | 529 |
| Louisiana | 9499 | 93 | 2659 | -379 | 10498 | -119 | 1808 | -96 | 126 | 6016 | -42 | 2072 |
| Maine | 8063 | 117 | 821 | -160 | 3809 | 87 | 2087 | 509 | 17 | 1120 | -152 | 140 |
| Maryland | 9564 | -3 | 3143 | -241 | 15118 | -26 | 3065 | 12 | 562 | 5272 | -12 | 772 |
| Massachusetts | 23402 | -26 | 12606 | -152 | 27289 | 35 | 5689 | 68 | 134 | 10972 | -46 | 1887 |
| Michigan | 20482 | 126 | 6804 | -236 | 51359 | -56 | 5476 | -225 | 141 | 12431 | 94 | 3050 |
| Minnesota | 9434 | 20 | 4205 | 270 | 12879 | -55 | 2050 | -133 | 151 | 4392 | -194 | 1143 |
| Mississippi | 10143 | -44 | 3798 | -142 | 11003 | -40 | 3059 | -114 | 9482 | 6420 | -109 | 1336 |
| Missouri | 12420 | 69 | 4192 | 7 | 19354 | 57 | 4097 | 61 | 163 | 6235 | -44 | 1397 |
| Montana | 2464 | -3 | 2760 | -45 | 3731 | 30 | 1458 | -65 | 518 | 1524 | -95 | 446 |
| Nebraska | 4407 | -14 | 2505 | -359 | 4408 | 89 | 1448 | -248 | 890 | 3009 | -90 | 1344 |
| Nevada | 2534 | -829 | 954 | 197 | 3813 | 60 | 501 | -188 | 99 | 1584 | -276 | 605 |
| New Hampshire | 2991 | 347 | 654 | -45 | 3092 | 75 | 962 | 14 | 6 | 1006 | 205 | 39 |
| New Jersey | 22113 | 57 | 7426 | 171 | 29018 | 12 | 4218 | 126 | 109 | 9798 | 90 | 2244 |
| New Mexico | 3587 | -28 | 1208 | -89 | 5974 | 278 | 1328 | 230 | 131 | 2670 | -117 | 1294 |
| New York | 97080 | -22 | 41834 | -64 | 76870 | 22 | 21144 | 192 | 231 | 58760 | 2 | 25300 |
| North Carolina | 15508 | -28 | 3434 | -151 | 25507 | 192 | 4263 | -74 | 4605 | 9150 | -88 | 978 |
| North Dakota | 3222 | 133 | 756 | -405 | 3491 | 200 | 664 | 71 | 52 | 1425 | 104 | 424 |
| Ohio | 24476 | -66 | 4053 | -694 | 45388 | -128 | 5606 | -486 | 344 | 13017 | -188 | 5311 |
| Oklahoma | 13166 | 52 | 2736 | -428 | 10185 | -74 | 2571 | -88 | 133 | 10286 | 48 | 5851 |
| Oregon | 5819 | 5 | 3787 | -4 | 9899 | 108 | 4184 | 463 | 631 | 3464 | -103 | 801 |
| Pennsylvania | 26925 | -42 | 15649 | -176 | 48807 | -40 | 15452 | -3 | 897 | 16239 | -50 | 4569 |
| Puerto Rico | 5227 | 41 | 1898 | 47 | 13724 | 117 | 3407 | 9 | 1912 | 3889 | 121 | 189 |
| Rhode Island | 3839 | -33 | 3136 | -13 | 4820 | -22 | 1465 | 101 | 0 | 2041 | -126 | 292 |
| South Carolina | 7325 | -126 | 1050 | -102 | 10455 | 230 | 1142 | -10 | 1541 | 4681 | -196 | 731 |
| South Dakota | 2726 | 16 | 611 | 48 | 2216 | -14 | 650 | 55 | 506 | 1029 | -10 | 493 |
| Tennessee | 9891 | -19 | 2138 | -110 | 11789 | 5 | 1977 | -259 | 1373 | 6488 | -70 | 948 |
| Texas | 56328 | 157 | 15814 | -18 | 66061 | 61 | 11721 | -11 | 16106 | 39803 | 228 | 13451 |
| Utah | 3594 | -314 | 1163 | -203 | 3876 | -219 | 1938 | 223 | 47 | 2324 | -371 | 516 |
| Vermont | 1720 | -167 | 191 | -236 | 1781 | 189 | 252 | 16 | 47 | 588 | -336 | 56 |
| Virginia | 13729 | 77 | 2153 | 15 | 12273 | -6 | 3876 | 15 | 38 | 6157 | 24 | 1252 |
| Virgin Islands | 2360 | 515 | 87 | -44 | 838 | 308 | 114 | 239 | 0 | 94 | -356 | 1 |
| Washington | 11925 | 139 | 3839 | -323 | 14761 | 49 | 3775 | -4 | 468 | 4568 | 62 | 1878 |
| West Virginia | 3867 | -51 | 1313 | 67 | 7001 | 111 | 2897 | 226 | 14 | 2310 | -109 | 736 |
| Wisconsin | 14854 | 107 | 3438 | -126 | 20446 | 87 | 5073 | -155 | 79 | 4153 | -325 | 304 |
| Wyoming | 1101 | 19 | 688 | -182 | 1605 | -204 | 388 | 47 | 73 | 370 | -94 | 249 |

1/ Opening on hand at the beginning of month plus openings received during the month.
2/ Represents employer visits and telephone contacts. Revised United States total for January, 1964 is 249,241, percentage change is -20.1.
3/ Should not be interpreted as a measure of the total number of new job applications at Employment Service offices, since there are some types of applicants for whom written applications are not taken.
4/ Not computed if State volume for either period was under 50.

# Table 2.--Nonagricultural Placements, by Special Applicant Groups February 1964

| State | Total | Women | Persons under 22 years | Persons 45 years and over | Veterans 1/ | Handicapped |
|---|---|---|---|---|---|---|
| Total | 413,725 | 188,893 | 89,055 | 86,189 | 67,296 | 17,772 |
| Alabama | 7,175 | 3,195 | 1,659 | 1,097 | 828 | 154 |
| Alaska | 439 | 244 | 113 | 59 | 67 | 12 |
| Arizona | 7,271 | 3,540 | 1,293 | 1,466 | 1,407 | 381 |
| Arkansas | 7,827 | 3,006 | 2,010 | 1,614 | 1,104 | 370 |
| California | 50,021 | 21,298 | 14,999 | 10,616 | 10,163 | 1,213 |
| Colorado | 5,048 | 1,728 | 1,215 | 908 | 1,388 | 207 |
| Connecticut | 5,024 | 2,157 | 1,347 | 806 | 606 | 284 |
| Delaware | 430 | 176 | 62 | 55 | 69 | 7 |
| Dist. of Col. | 3,190 | 1,764 | 595 | 497 | 531 | 157 |
| Florida | 19,241 | 9,051 | 3,784 | 3,868 | 3,224 | 743 |
| Georgia | 9,932 | 4,267 | 1,949 | 1,265 | 1,220 | 261 |
| Guam | 39 | 1 | 17 | 0 | 1 | 0 |
| Hawaii | 951 | 288 | 225 | 129 | 176 | 38 |
| Idaho | 1,952 | 952 | 562 | 370 | 280 | 52 |
| Illinois | 12,235 | 4,188 | 2,409 | 1,853 | 2,755 | 474 |
| Indiana | 6,685 | 3,002 | 1,698 | 1,021 | 1,002 | 294 |
| Iowa | 5,015 | 1,925 | 1,456 | 945 | 1,064 | 303 |
| Kansas | 4,667 | 1,824 | 1,055 | 1,037 | 976 | 247 |
| Kentucky | 3,110 | 1,465 | 835 | 503 | 484 | 101 |
| Louisiana | 6,016 | 2,404 | 1,315 | 1,069 | 961 | 179 |
| Maine | 1,120 | 557 | 290 | 184 | 153 | 36 |
| Maryland | 5,272 | 2,511 | 1,045 | 997 | 839 | 81 |
| Massachusetts | 10,972 | 5,780 | 2,333 | 2,066 | 1,277 | 202 |
| Michigan | 12,431 | 4,387 | 2,921 | 2,239 | 2,593 | 831 |
| Minnesota | 4,392 | 2,014 | 1,155 | 918 | 978 | 261 |
| Mississippi | 6,420 | 3,111 | 1,472 | 871 | 617 | 150 |
| Missouri | 6,235 | 2,649 | 1,575 | 1,072 | 1,036 | 220 |
| Montana | 1,524 | 561 | 349 | 267 | 359 | 62 |
| Nebraska | 3,009 | 789 | 763 | 620 | 785 | 333 |
| Nevada | 1,584 | 853 | 197 | 433 | 346 | 42 |
| New Hampshire | 1,006 | 557 | 243 | 168 | 127 | 66 |
| New Jersey | 9,798 | 5,576 | 1,750 | 2,090 | 915 | 330 |
| New Mexico | 2,670 | 960 | 424 | 503 | 515 | 126 |
| New York | 58,760 | 36,337 | 8,557 | 17,749 | 6,043 | 2,903 |
| North Carolina | 9,150 | 4,480 | 2,233 | 1,176 | 1,154 | 359 |
| North Dakota | 1,425 | 636 | 514 | 233 | 175 | 100 |
| Ohio | 13,017 | 4,562 | 2,667 | 3,031 | 2,988 | 580 |
| Oklahoma | 10,286 | 3,035 | 1,529 | 2,801 | 2,706 | 851 |
| Oregon | 3,464 | 1,435 | 968 | 650 | 620 | 182 |
| Pennsylvania | 16,239 | 8,423 | 3,607 | 3,919 | 2,066 | 1,251 |
| Puerto Rico | 3,889 | 1,585 | 761 | 360 | 254 | 61 |
| Rhode Island | 2,041 | 1,021 | 663 | 371 | 249 | 150 |
| South Carolina | 4,681 | 2,402 | 1,099 | 696 | 525 | 137 |
| South Dakota | 1,029 | 347 | 216 | 241 | 256 | 46 |
| Tennessee | 6,488 | 3,139 | 1,592 | 855 | 977 | 208 |
| Texas | 39,803 | 15,440 | 6,420 | 8,889 | 7,300 | 1,893 |
| Utah | 2,324 | 931 | 630 | 360 | 489 | 105 |
| Vermont | 582 | 277 | 136 | 94 | 65 | 32 |
| Virginia | 6,157 | 2,865 | 1,297 | 876 | 625 | 178 |
| Virgin Islands | 94 | 59 | 23 | 10 | 4 | 1 |
| Washington | 4,562 | 1,502 | 957 | 1,027 | 1,067 | 215 |
| West Virginia | 2,310 | 1,368 | 448 | 482 | 274 | 74 |
| Wisconsin | 4,153 | 2,079 | 1,511 | 616 | 443 | 194 |
| Wyoming | 570 | 190 | 112 | 147 | 170 | 35 |

1/ Includes veterans of all wars.

# Table 3.--Nonagricultural Placements, by Industry Division
## February 1964

| State | Total | Construction | Manufacturing | Wholesale and retail trade | Service | | All other 1/ |
|---|---|---|---|---|---|---|---|
| | | | | | Total | Domestic | |
| Total | 413,725 | 23,911 | 92,263 | 99,044 | 160,925 | 84,035 | 37,582 |
| Alabama | 7,175 | 827 | 1,668 | 1,575 | 2,680 | 1,729 | 425 |
| Alaska | 439 | 4 | 57 | 68 | 162 | 102 | 148 |
| Arizona | 7,271 | 442 | 666 | 2,259 | 3,212 | 1,781 | 692 |
| Arkansas | 7,827 | 817 | 1,744 | 2,197 | 2,330 | 1,392 | 739 |
| California | 50,021 | 1,394 | 7,489 | 13,545 | 24,573 | 11,360 | 3,020 |
| Colorado | 5,048 | 371 | 625 | 1,537 | 1,618 | 645 | 897 |
| Connecticut | 5,024 | 186 | 1,536 | 1,226 | 1,698 | 882 | 378 |
| Delaware | 430 | 21 | 139 | 89 | 151 | 82 | 30 |
| Dist. of Col. | 3,190 | 130 | 53 | 801 | 1,622 | 1,175 | 584 |
| Florida | 19,241 | 1,807 | 2,555 | 4,999 | 8,114 | 3,775 | 1,766 |
| Georgia | 9,932 | 1,288 | 2,996 | 2,231 | 2,808 | 1,932 | 609 |
| Guam | 39 | 20 | 13 | 1 | 2 | 0 | 3 |
| Hawaii | 951 | 383 | 72 | 176 | 220 | 58 | 100 |
| Idaho | 1,952 | 45 | 487 | 616 | 592 | 355 | 212 |
| Illinois | 12,235 | 154 | 3,686 | 3,067 | 4,021 | 1,017 | 1,307 |
| Indiana | 6,685 | 221 | 1,995 | 1,952 | 1,928 | 1,003 | 589 |
| Iowa | 5,015 | 247 | 1,169 | 1,805 | 1,232 | 420 | 562 |
| Kansas | 4,667 | 419 | 794 | 1,230 | 1,352 | 757 | 872 |
| Kentucky | 3,110 | 130 | 841 | 733 | 1,056 | 488 | 350 |
| Louisiana | 6,016 | 559 | 603 | 1,802 | 2,326 | 1,230 | 726 |
| Maine | 1,120 | 67 | 498 | 234 | 250 | 102 | 71 |
| Maryland | 5,272 | 678 | 1,266 | 974 | 1,978 | 1,025 | 376 |
| Massachusetts | 10,972 | 194 | 3,603 | 2,175 | 4,362 | 1,262 | 638 |
| Michigan | 12,431 | 379 | 3,461 | 3,252 | 4,381 | 1,053 | 958 |
| Minnesota | 4,392 | 135 | 1,428 | 1,123 | 1,038 | 434 | 668 |
| Mississippi | 6,420 | 567 | 1,807 | 1,245 | 2,305 | 1,568 | 496 |
| Missouri | 6,235 | 136 | 1,802 | 1,489 | 1,610 | 675 | 1,198 |
| Montana | 1,524 | 82 | 271 | 421 | 413 | 193 | 337 |
| Nebraska | 3,009 | 263 | 619 | 891 | 707 | 382 | 529 |
| Nevada | 1,584 | 72 | 55 | 418 | 870 | 435 | 169 |
| New Hampshire | 1,006 | 32 | 572 | 124 | 184 | 32 | 94 |
| New Jersey | 9,798 | 245 | 3,019 | 1,566 | 4,476 | 2,632 | 492 |
| New Mexico | 2,670 | 281 | 225 | 682 | 1,135 | 687 | 347 |
| New York | 58,760 | 651 | 13,736 | 8,465 | 32,863 | 19,531 | 3,045 |
| North Carolina | 9,150 | 1,348 | 3,443 | 1,461 | 2,196 | 1,538 | 702 |
| North Dakota | 1,425 | 70 | 93 | 528 | 425 | 201 | 309 |
| Ohio | 13,017 | 684 | 3,399 | 3,810 | 4,197 | 2,057 | 927 |
| Oklahoma | 10,286 | 1,131 | 850 | 3,020 | 3,785 | 1,817 | 1,500 |
| Oregon | 3,464 | 189 | 861 | 981 | 1,019 | 595 | 414 |
| Pennsylvania | 16,239 | 418 | 5,709 | 3,752 | 5,369 | 2,723 | 991 |
| Puerto Rico | 3,889 | 372 | 1,540 | 416 | 472 | 202 | 1,089 |
| Rhode Island | 2,041 | 39 | 1,054 | 472 | 385 | 170 | 91 |
| South Carolina | 4,681 | 620 | 1,370 | 722 | 1,674 | 1,252 | 295 |
| South Dakota | 1,029 | 122 | 122 | 362 | 278 | 141 | 145 |
| Tennessee | 6,488 | 580 | 2,063 | 1,507 | 1,921 | 1,130 | 417 |
| Texas | 39,803 | 3,805 | 5,568 | 12,063 | 14,458 | 8,420 | 3,909 |
| Utah | 2,324 | 95 | 379 | 671 | 754 | 258 | 425 |
| Vermont | 582 | 34 | 172 | 143 | 198 | 77 | 35 |
| Virginia | 6,157 | 819 | 1,125 | 1,438 | 2,189 | 1,437 | 586 |
| Virgin Islands | 94 | 7 | 24 | 17 | 36 | 21 | 10 |
| Washington | 4,562 | 143 | 712 | 1,094 | 1,110 | 533 | 1,503 |
| West Virginia | 2,310 | 55 | 444 | 566 | 1,061 | 813 | 184 |
| Wisconsin | 4,153 | 83 | 1,744 | 901 | 937 | 362 | 488 |
| Wyoming | 570 | 50 | 41 | 152 | 192 | 94 | 135 |

1/ Includes forestry and fishing; mining; transportation, communication, and other public utilities; finance, insurance, and real estate; government; establishments not elsewhere classified.

# Table 4.--Work Force, Unemployment, and Employment in 150 Major Labor Market Areas

JANUARY 1964 AND JANUARY 1963

| STATE AND AREA | WORK FORCE | | UNEMPLOYMENT | | | | EMPLOYMENT | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Number | | Number | | Rate 1/ | | TOTAL 2/ | | Nonagricultural Wage and Salary | | | |
| | | | | | | | Number | | Total | | Manufacturing | |
| | Jan. P/ 1964 | Jan. 1963 | Jan. P/ 1964 | Jan. 1963 | Jan. P/ 1964 | Jan. 1963 | Jan. P/ 1964 | Jan. 1963 | Jan. P/ 1964 | Jan. 1963 | Jan. P/ 1964 | Jan. 1963 |
| | (IN THOUSANDS) | | | | | | (IN THOUSANDS) | | | | | |
| Total - 150 Areas | 46,334.1 | 45,548.4 | 2,666.6 | 2,840.9 | xxx | xxx | 43,667.5 | 42,901.1 | 38,237.9 | 37,441.3 | 11,684.6 | 11,606.8 |
| Alabama | | | | | | | | | | | | |
| *Birmingham | 243.7 | 244.7 | 12.5 | 16.3 | 5.1 | 6.6 | 231.2 | 228.4 | 198.7 | 196.1 | 59.0 | 59.6 |
| *Mobile | 118.3 | 116.0 | 5.9 | 5.8 | 5.0 | 5.0 | 112.4 | 110.2 | 94.5 | 90.5 | 16.8 | 16.1 |
| Arizona | | | | | | | | | | | | |
| *Phoenix | 286.0 | 274.0 | 14.0 | 15.1 | 4.9 | 5.5 | 272.0 | 258.9 | 219.8 | 208.3 | 42.9 | 40.0 |
| Arkansas | | | | | | | | | | | | |
| *Little Rock-North Little Rock | 108.8 | 106.1 | 3.8 | 5.1 | 3.5 | 4.8 | 105.0 | 101.0 | 89.1 | 85.6 | 17.1 | 15.8 |
| California | | | | | | | | | | | | |
| Fresno | 145.9 | 140.7 | 13.5 | 14.3 | 9.2 | 10.2 | 132.4 | 126.4 | 89.3 | 85.8 | 14.0 | 13.7 |
| Los Angeles-Long Beach | 3,176.5 | 3,081.6 | 190.2 | 177.4 | 6.0 | 5.8 | 2,986.3 | 2,904.2 | 2,631.9 | 2,560.4 | 850.5 | 850.7 |
| Sacramento | 222.1 | 214.2 | 13.6 | 12.5 | 6.1 | 5.8 | 208.5 | 201.7 | 184.2 | 177.9 | 31.6 | 31.0 |
| San Bernardino-Riverside-Ontario | 297.1 | 286.8 | 19.0 | 17.5 | 6.4 | 6.1 | 278.1 | 269.3 | 215.0 | 207.2 | 36.1 | 35.3 |
| San Diego | 340.5 | 340.2 | 26.0 | 27.0 | 7.6 | 7.9 | 314.5 | 313.2 | 263.3 | 261.7 | 54.5 | 58.4 |
| San Francisco-Oakland | 1,285.5 | 1,247.1 | 76.5 | 69.4 | 6.0 | 5.6 | 1,209.0 | 1,177.7 | 1,065.1 | 1,036.2 | 194.3 | 193.6 |
| San Jose | 308.6 | 290.1 | 21.2 | 18.6 | 6.9 | 6.4 | 287.4 | 271.5 | 248.4 | 234.5 | 83.0 | 81.6 |
| Stockton | 97.4 | 96.3 | 11.1 | 10.7 | 11.4 | 11.1 | 86.3 | 85.6 | 62.6 | 62.0 | 10.8 | 10.8 |
| Colorado | | | | | | | | | | | | |
| **Denver | 429.4 | 427.9 | 16.3 | 19.7 | 3.8 | 4.6 | 413.1 | 408.2 | 357.9 | 352.5 | 68.9 | 68.4 |
| Connecticut | | | | | | | | | | | | |
| *Bridgeport | 151.6 | 148.1 | 9.4 | 9.4 | 6.2 | 6.3 | 142.2 | 138.7 | 128.8 | 125.4 | 69.6 | 67.5 |
| *Hartford | 290.0 | 287.8 | 12.6 | 12.0 | 4.3 | 4.2 | 277.4 | 275.8 | 253.4 | 252.1 | 93.2 | 94.0 |
| *New Britain | 46.6 | 47.3 | 3.0 | 2.9 | 6.4 | 6.1 | 43.6 | 44.4 | 39.9 | 40.6 | 23.1 | 24.1 |
| *New Haven | 152.2 | 151.5 | 8.9 | 7.8 | 5.8 | 5.1 | 143.3 | 143.7 | 127.4 | 128.0 | 41.4 | 44.3 |
| *Stamford | 78.9 | 79.2 | 3.8 | 4.3 | 4.8 | 5.4 | 75.1 | 74.9 | 62.7 | 62.6 | 24.0 | 24.4 |
| *Waterbury | 80.6 | 80.9 | 5.7 | 5.4 | 7.1 | 6.7 | 74.9 | 75.5 | 67.1 | 67.8 | 37.2 | 38.2 |
| Delaware | | | | | | | | | | | | |
| *Wilmington | 169.3 | 163.7 | 7.8 | 7.8 | 4.6 | 4.8 | 161.5 | 155.9 | 138.6 | 133.0 | 58.0 | 55.3 |
| District of Columbia | | | | | | | | | | | | |
| *Washington | 961.8 | 933.4 | 25.8 | 26.5 | 2.7 | 2.8 | 936.0 | 906.9 | 836.0 | 808.6 | 37.0 | 36.6 |
| Florida | | | | | | | | | | | | |
| *Jacksonville | 181.6 | 180.9 | 5.8 | 7.6 | 3.2 | 4.2 | 175.8 | 173.3 | 149.0 | 146.9 | 20.5 | 20.3 |
| *Miami 3/ | 446.8 | 455.2 | 31.1 | 43.7 | 7.0 | 9.6 | 415.7 | 411.5 | 335.0 | 333.4 | 46.8 | 46.7 |
| *Tampa-St. Petersburg | 283.3 | 281.4 | 12.3 | 15.5 | 4.3 | 5.5 | 271.0 | 265.9 | 216.7 | 209.7 | 39.0 | 37.1 |
| Georgia | | | | | | | | | | | | |
| *Atlanta | 492.1 | 472.1 | 15.7 | 15.6 | 3.2 | 3.3 | 476.4 | 456.5 | 418.2 | 399.4 | 97.2 | 91.0 |
| Augusta | 81.1 | 79.5 | 3.5 | 3.3 | 4.3 | 4.1 | 77.6 | 76.2 | 65.3 | 63.9 | 25.1 | 24.2 |
| Columbus | 66.5 | 65.6 | 2.8 | 2.8 | 4.2 | 4.3 | 63.7 | 62.8 | 52.3 | 51.5 | 17.1 | 17.0 |
| Macon | 74.1 | 74.5 | 2.6 | 3.0 | 3.4 | 4.0 | 71.5 | 71.5 | 60.4 | 60.5 | 11.9 | 11.9 |
| *Savannah | 67.7 | 66.2 | 3.4 | 3.3 | 5.0 | 4.9 | 64.3 | 62.9 | 54.5 | 52.6 | 14.5 | 14.4 |
| Hawaii | | | | | | | | | | | | |
| Honolulu | 199.8 | 193.0 | 8.5 | 8.9 | 4.2 | 4.6 | 191.3 | 184.1 | 170.5 | 163.4 | 15.1 | 15.0 |
| Illinois | | | | | | | | | | | | |
| *Chicago | 2,905.1 | 2,893.5 | 137.0 | 145.0 | 4.7 | 5.0 | 2,768.1 | 2,748.5 | 2,500.5 | 2,479.3 | 858.5 | 857.5 |
| Davenport-Rock Island-Moline | 118.8 | 114.4 | 3.7 | 4.6 | 3.1 | 4.0 | 115.1 | 109.8 | 100.5 | 95.6 | 40.8 | 36.4 |
| Peoria | 119.9 | 117.9 | 5.8 | 7.1 | 4.8 | 6.0 | 114.1 | 110.8 | 99.6 | 95.4 | 40.3 | 38.4 |
| Rockford | 93.0 | 91.4 | 3.7 | 4.6 | 4.0 | 5.0 | 89.3 | 86.8 | 78.4 | 76.1 | 41.2 | 39.5 |
| Indiana | | | | | | | | | | | | |
| *Evansville | 78.7 | 77.0 | 3.9 | 4.6 | 5.0 | 6.0 | 74.8 | 72.4 | 66.0 | 63.0 | 25.8 | 23.6 |
| *Fort Wayne | 102.9 | 102.8 | 4.6 | 5.0 | 4.5 | 4.9 | 98.3 | 97.8 | 88.3 | 87.8 | 35.7 | 36.4 |

# Work Force, Unemployment, and Employment in 150 Major Labor Market Areas

JANUARY 1964 AND JANUARY 1963

| STATE AND AREA | WORK FORCE Number | | UNEMPLOYMENT Number | | UNEMPLOYMENT Rate 1/ | | EMPLOYMENT TOTAL 2/ Number | | EMPLOYMENT Nonagricultural Wage and Salary Total | | EMPLOYMENT Nonagricultural Wage and Salary Manufacturing | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Jan. P/ 1964 | Jan. 1963 | Jan. P/ 1964 | Jan. 1963 | Jan. P/ 1964 | Jan. 1963 | Jan. P/ 1964 | Jan. 1963 | Jan. P/ 1964 | Jan. 1963 | Jan. P/ 1964 | Jan. 1963 |
| | (IN THOUSANDS) | | | | | | (IN THOUSANDS) | | | | | |
| Indiana (Cont'd) | | | | | | | | | | | | |
| Gary-Hammond-East Chicago | 205.7 | 206.4 | 8.8 | 14.6 | 4.3 | 7.1 | 196.9 | 191.8 | 180.6 | 175.2 | 98.6 | 94.8 |
| *Indianapolis | 345.2 | 344.0 | 14.8 | 16.3 | 4.3 | 4.7 | 330.4 | 327.7 | 301.6 | 298.9 | 103.4 | 103.4 |
| *South Bend | 90.9 | 91.7 | 8.3 | 4.7 | 9.1 | 5.1 | 82.6 | 87.0 | 75.7 | 80.0 | 30.8 | 36.1 |
| Terre Haute | 43.9 | 43.1 | 3.2 | 3.2 | 7.3 | 7.4 | 40.7 | 39.9 | 35.1 | 34.3 | 10.0 | 9.6 |
| Iowa | | | | | | | | | | | | |
| Cedar Rapids | 65.7 | 65.1 | 1.5 | 2.3 | 2.3 | 3.5 | 64.2 | 62.8 | 52.9 | 51.6 | 23.3 | 22.0 |
| *Des Moines | 121.2 | 119.6 | 4.1 | 3.6 | 3.3 | 3.0 | 117.1 | 116.0 | 102.4 | 101.3 | 20.7 | 21.0 |
| Kansas | | | | | | | | | | | | |
| *Wichita | 140.5 | 138.5 | 6.5 | 7.8 | 4.6 | 5.6 | 134.0 | 130.7 | 119.4 | 116.3 | 42.1 | 41.0 |
| Kentucky | | | | | | | | | | | | |
| *Louisville | 296.8 | 288.4 | 15.0 | 16.0 | 5.1 | 5.5 | 281.8 | 272.4 | 251.0 | 242.1 | 88.5 | 83.9 |
| Louisiana | | | | | | | | | | | | |
| *Baton Rouge | 90.9 | 89.1 | 4.2 | 4.7 | 4.6 | 5.3 | 86.7 | 84.4 | 72.5 | 70.2 | 15.3 | 16.0 |
| *New Orleans | 355.1 | 343.3 | 18.1 | 22.3 | 5.1 | 6.5 | 337.0 | 321.0 | 303.8 | 281.9 | 50.8 | 45.8 |
| *Shreveport | 107.8 | 105.7 | 6.1 | 7.2 | 5.7 | 6.8 | 101.7 | 98.5 | 74.8 | 71.8 | 9.7 | 9.0 |
| Maine | | | | | | | | | | | | |
| *Portland | 60.9 | 60.2 | 3.2 | 3.1 | 5.3 | 5.2 | 57.7 | 57.1 | 51.5 | 50.8 | 12.2 | 12.1 |
| Maryland | | | | | | | | | | | | |
| *Baltimore | 737.9 | 726.6 | 41.0 | 46.6 | 5.6 | 6.4 | 696.9 | 680.0 | 629.8 | 611.9 | 186.1 | 185.1 |
| Massachusetts | | | | | | | | | | | | |
| Boston | 1,225.2 | 1,218.6 | 71.4 | 64.7 | 5.8 | 5.3 | 1,153.8 | 1,153.9 | 1,028.8 | 1,028.4 | 267.9 | 286.8 |
| Brockton | 50.1 | 49.4 | 5.5 | 4.8 | 10.9 | 9.6 | 44.6 | 44.6 | 38.4 | 35.6 | 15.7 | 13.1 |
| Fall River | 57.3 | 57.5 | 7.6 | 6.8 | 13.2 | 11.8 | 49.7 | 50.7 | 42.1 | 43.0 | 22.5 | 23.7 |
| Lawrence-Haverhill | 87.5 | 89.9 | 7.1 | 6.9 | 8.1 | 7.7 | 80.4 | 83.0 | 72.5 | 75.1 | 42.0 | 45.0 |
| Lowell | 52.3 | 51.2 | 5.6 | 5.0 | 10.8 | 9.8 | 46.7 | 46.2 | 42.1 | 41.7 | 18.7 | 20.3 |
| New Bedford | 62.5 | 62.6 | 6.1 | 5.7 | 9.8 | 9.1 | 56.4 | 56.9 | 49.2 | 49.7 | 26.0 | 26.6 |
| Springfield-Chicopee-Holyoke | 205.8 | 203.5 | 14.9 | 16.8 | 7.2 | 8.3 | 190.9 | 186.7 | 174.0 | 169.8 | 67.8 | 67.2 |
| Worcester | 130.8 | 133.0 | 9.8 | 9.9 | 7.5 | 7.4 | 121.0 | 123.1 | 108.8 | 110.9 | 46.0 | 49.2 |
| Michigan | | | | | | | | | | | | |
| Battle Creek | 62.9 | 63.2 | 3.8 | 4.2 | 6.0 | 6.6 | 59.1 | 59.0 | 50.8 | 50.4 | 23.2 | 22.8 |
| *Detroit | 1,414.8 | 1,387.5 | 66.0 | 82.0 | 4.7 | 5.9 | 1,348.8 | 1,305.5 | 1,227.7 | 1,184.4 | 514.2 | 498.1 |
| *Flint | 146.1 | 142.1 | 4.0 | 3.8 | 2.7 | 2.7 | 142.1 | 138.3 | 128.3 | 124.6 | 76.4 | 74.4 |
| *Grand Rapids | 145.8 | 143.1 | 5.6 | 7.1 | 3.8 | 5.0 | 140.2 | 136.0 | 122.2 | 118.0 | 54.1 | 51.1 |
| Kalamazoo | 69.6 | 69.8 | 3.4 | 3.9 | 4.9 | 5.6 | 66.2 | 65.9 | 58.4 | 57.8 | 25.6 | 26.0 |
| *Lansing | 115.0 | 112.3 | 3.6 | 5.0 | 3.1 | 4.5 | 111.4 | 107.3 | 96.3 | 92.2 | 32.5 | 29.6 |
| *Muskegon-Muskegon Heights | 53.7 | 54.9 | 3.2 | 3.4 | 6.0 | 6.2 | 50.5 | 51.5 | 44.3 | 45.1 | 24.2 | 25.1 |
| *Saginaw | 68.3 | 67.3 | 2.1 | 3.3 | 3.1 | 4.9 | 66.2 | 64.0 | 57.2 | 54.9 | 26.5 | 25.0 |
| Minnesota | | | | | | | | | | | | |
| *Duluth-Superior | 58.5 | 58.6 | 5.7 | 6.2 | 9.7 | 10.6 | 52.8 | 52.4 | 46.9 | 46.4 | 9.2 | 8.5 |
| *Minneapolis-St. Paul | 685.6 | 677.7 | 30.7 | 29.9 | 4.5 | 4.4 | 654.9 | 647.8 | 587.4 | 579.8 | 156.3 | 157.1 |
| Mississippi | | | | | | | | | | | | |
| *Jackson | 92.5 | 91.6 | 3.5 | 4.4 | 3.8 | 4.8 | 89.0 | 87.2 | 70.9 | 69.2 | 11.2 | 11.2 |
| Missouri | | | | | | | | | | | | |
| *Kansas City | 477.7 | 472.0 | 29.5 | 33.0 | 6.2 | 7.0 | 448.2 | 439.0 | 402.7 | 394.5 | 111.8 | 107.2 |
| *St. Louis | 868.3 | 861.0 | 45.9 | 52.9 | 5.3 | 6.1 | 822.4 | 808.1 | 729.1 | 713.7 | 259.5 | 248.4 |
| Nebraska | | | | | | | | | | | | |
| *Omaha | 199.4 | 198.4 | 8.4 | 9.4 | 4.2 | 4.7 | 191.0 | 189.0 | 166.6 | 164.3 | 35.6 | 35.4 |
| New Hampshire | | | | | | | | | | | | |
| *Manchester | 48.8 | 49.1 | 3.0 | 2.6 | 6.2 | 5.2 | 45.8 | 46.5 | 41.8 | 42.4 | 16.5 | 17.3 |

# Work Force, Unemployment, and Employment in 150 Major Labor Market Areas

JANUARY 1964 AND JANUARY 1963

| STATE AND AREA | WORK FORCE | | UNEMPLOYMENT | | | | EMPLOYMENT | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Number | | Number | | Rate 1/ | | TOTAL 2/ | | Nonagricultural Wage and Salary | | | |
| | | | | | | | Number | | Total | | Manufacturing | |
| | Jan. P/ 1964 | Jan. 1963 | Jan. P/ 1964 | Jan. 1963 | Jan. P/ 1964 | Jan. 1963 | Jan. P/ 1964 | Jan. 1963 | Jan. P/ 1964 | Jan. 1963 | Jan. P/ 1964 | Jan. 1963 |
| | (IN THOUSANDS) | | | | | | (IN THOUSANDS) | | | | | |
| New Jersey | | | | | | | | | | | | |
| Atlantic City | 67.7 | 67.6 | 10.0 | 9.5 | 14.8 | 14.1 | 57.7 | 58.1 | 44.5 | 44.5 | 8.3 | 8.4 |
| *Jersey City | 296.2 | 301.7 | 24.7 | 25.2 | 8.3 | 8.4 | 271.5 | 276.5 | 247.0 | 246.3 | 111.1 | 112.4 |
| *Newark | 838.1 | 835.9 | 64.8 | 61.9 | 7.7 | 7.4 | 773.3 | 774.0 | 666.1 | 662.9 | 230.3 | 237.5 |
| *New Brunswick-Perth Amboy | 233.0 | 231.4 | 17.8 | 16.8 | 7.6 | 7.3 | 215.2 | 214.6 | 187.6 | 187.1 | 88.4 | 90.2 |
| *Paterson-Clifton-Passaic | 500.9 | 494.8 | 39.0 | 36.4 | 7.8 | 7.4 | 461.9 | 458.4 | 387.0 | 382.6 | 163.9 | 168.7 |
| *Trenton | 132.8 | 129.4 | 7.9 | 8.3 | 5.9 | 6.4 | 124.9 | 121.1 | 110.5 | 106.8 | 38.7 | 36.7 |
| New Mexico | | | | | | | | | | | | |
| *Albuquerque | 105.7 | 99.2 | 4.4 | 4.6 | 4.2 | 4.6 | 101.3 | 94.6 | 88.3 | 82.4 | 8.8 | 8.0 |
| New York | | | | | | | | | | | | |
| *Albany-Schenectady-Troy | 273.7 | 270.6 | 14.4 | 15.6 | 5.3 | 5.8 | 259.3 | 255.0 | 227.0 | 222.3 | 61.0 | 60.8 |
| *Binghamton | 91.2 | 92.5 | 4.7 | 5.0 | 5.2 | 5.4 | 86.5 | 87.5 | 76.4 | 77.0 | 34.2 | 36.3 |
| *Buffalo | 516.1 | 510.9 | 37.2 | 42.0 | 7.2 | 8.2 | 478.9 | 468.9 | 425.3 | 415.7 | 165.2 | 162.9 |
| *New York | 5,261.2 | 5,249.2 | 333.8 | 369.7 | 6.3 | 7.0 | 4,927.4 | 4,879.5 | 4,294.4 | 4,226.6 | 1,064.8 | 1,064.9 |
| *Rochester | 279.5 | 269.5 | 9.3 | 10.3 | 3.3 | 3.8 | 270.2 | 259.2 | 242.4 | 231.9 | 110.3 | 107.5 |
| *Syracuse | 227.8 | 229.9 | 13.5 | 13.6 | 5.9 | 5.9 | 214.3 | 216.3 | 184.3 | 184.8 | 61.1 | 64.5 |
| *Utica-Rome | 127.9 | 130.7 | 9.7 | 10.6 | 7.6 | 8.1 | 118.2 | 120.1 | 99.7 | 100.8 | 36.2 | 38.4 |
| North Carolina | | | | | | | | | | | | |
| Asheville | 55.3 | 54.1 | 3.3 | 3.4 | 6.0 | 6.2 | 52.0 | 50.7 | 43.3 | 42.0 | 16.9 | 16.5 |
| Charlotte | 139.6 | 137.4 | 5.2 | 5.6 | 3.7 | 4.1 | 134.4 | 131.8 | 117.5 | 115.2 | 29.2 | 28.9 |
| Durham | 52.6 | 51.4 | 3.4 | 2.8 | 6.5 | 5.4 | 49.2 | 48.6 | 42.2 | 41.7 | 12.3 | 12.5 |
| Greensboro-High Point | 128.0 | 124.7 | 4.9 | 4.3 | 3.8 | 3.4 | 123.1 | 120.4 | 106.0 | 103.3 | 45.0 | 44.2 |
| Winston-Salem | 89.1 | 89.7 | 3.2 | 3.4 | 3.6 | 3.7 | 85.9 | 86.3 | 75.4 | 75.5 | 37.1 | 37.5 |
| Ohio | | | | | | | | | | | | |
| *Akron | 203.9 | 201.1 | 10.6 | 11.2 | 5.2 | 5.6 | 193.3 | 189.9 | 174.5 | 171.1 | 80.0 | 80.1 |
| *Canton | 129.1 | 129.0 | 8.1 | 10.8 | 6.3 | 8.4 | 121.0 | 118.2 | 106.8 | 104.0 | 51.4 | 50.4 |
| *Cincinnati | 453.4 | 458.6 | 23.2 | 24.6 | 5.1 | 5.4 | 430.2 | 434.0 | 384.7 | 387.7 | 140.4 | 144.7 |
| *Cleveland | 799.6 | 798.1 | 36.9 | 49.3 | 4.6 | 6.2 | 762.7 | 748.8 | 690.4 | 674.6 | 271.2 | 266.8 |
| *Columbus | 319.0 | 312.7 | 13.6 | 14.3 | 4.3 | 4.6 | 305.4 | 298.4 | 274.1 | 267.5 | 73.9 | 72.9 |
| *Dayton | 297.9 | 292.4 | 11.0 | 12.7 | 3.7 | 4.3 | 286.9 | 279.7 | 256.0 | 248.6 | 105.6 | 103.8 |
| Hamilton-Middletown | 72.3 | 69.4 | 6.3 | 6.8 | 8.7 | 9.8 | 66.0 | 62.6 | 57.9 | 55.3 | 27.6 | 26.4 |
| Lorain-Elyria | 74.5 | 71.6 | 6.4 | 5.5 | 8.6 | 7.7 | 68.1 | 66.1 | 59.6 | 58.1 | 28.9 | 29.7 |
| Steubenville-Weirton | 63.1 | 61.8 | 3.4 | 5.8 | 5.4 | 9.4 | 59.7 | 56.0 | 53.8 | 50.2 | 30.2 | 27.8 |
| *Toledo | 185.5 | 183.3 | 9.1 | 11.2 | 4.9 | 6.1 | 176.4 | 172.1 | 156.9 | 152.7 | 60.0 | 58.1 |
| *Youngstown | 182.9 | 183.0 | 13.1 | 17.9 | 7.2 | 9.8 | 169.8 | 165.1 | 151.0 | 146.5 | 70.2 | 66.6 |
| Oklahoma | | | | | | | | | | | | |
| *Oklahoma City | 240.5 | 230.7 | 9.4 | 9.2 | 3.9 | 4.0 | 231.1 | 221.5 | 198.2 | 188.9 | 24.8 | 23.0 |
| *Tulsa | 174.2 | 170.8 | 7.7 | 9.7 | 4.4 | 5.7 | 166.5 | 161.1 | 138.8 | 133.0 | 29.9 | 27.7 |
| Oregon | | | | | | | | | | | | |
| *Portland | 356.1 | 349.4 | 21.7 | 21.2 | 6.1 | 6.1 | 334.4 | 328.2 | 277.6 | 269.9 | 64.4 | 62.5 |
| Pennsylvania | | | | | | | | | | | | |
| *Allentown-Bethlehem-Easton | 219.8 | 220.9 | 15.5 | 17.8 | 7.1 | 8.1 | 204.3 | 203.1 | 182.3 | 180.6 | 92.1 | 91.6 |
| *Altoona | 52.5 | 52.6 | 5.6 | 7.4 | 10.7 | 14.1 | 46.9 | 45.2 | 41.3 | 39.6 | 11.8 | 11.7 |
| *Erie | 97.5 | 96.8 | 9.1 | 9.5 | 9.3 | 9.8 | 88.4 | 87.3 | 76.7 | 75.7 | 35.5 | 35.5 |
| *Harrisburg | 169.2 | 168.9 | 9.1 | 9.5 | 5.4 | 5.6 | 160.1 | 159.4 | 144.7 | 144.0 | 32.2 | 32.2 |
| *Johnstown | 87.7 | 88.4 | 9.2 | 13.7 | 10.5 | 15.5 | 78.5 | 74.7 | 66.7 | 63.3 | 23.1 | 20.4 |
| *Lancaster | 123.0 | 122.4 | 5.6 | 5.1 | 4.6 | 4.2 | 117.4 | 117.3 | 96.7 | 96.8 | 46.9 | 47.9 |
| *Philadelphia | 1,885.3 | 1,876.9 | 140.2 | 143.4 | 7.4 | 7.6 | 1,745.1 | 1,733.5 | 1,517.1 | 1,501.2 | 529.2 | 537.3 |
| *Pittsburgh | 912.6 | 921.8 | 74.1 | 102.6 | 8.1 | 11.1 | 838.5 | 819.2 | 747.5 | 728.0 | 264.7 | 254.2 |
| *Reading | 124.9 | 124.6 | 6.6 | 7.5 | 5.3 | 6.0 | 118.3 | 117.1 | 102.4 | 101.5 | 51.9 | 51.2 |
| *Scranton | 97.9 | 99.4 | 12.3 | 13.7 | 12.6 | 13.8 | 85.6 | 85.7 | 75.0 | 75.1 | 30.7 | 30.3 |
| *Wilkes-Barre--Hazleton | 132.9 | 135.4 | 16.4 | 18.9 | 12.3 | 14.0 | 116.5 | 116.5 | 102.7 | 103.5 | 41.8 | 42.7 |
| *York | 104.5 | 104.1 | 6.5 | 6.9 | 6.2 | 6.6 | 98.0 | 97.2 | 84.1 | 83.3 | 40.4 | 40.9 |
| Puerto Rico | | | | | | | | | | | | |
| Mayaquez | 28.9 | 27.2 | 4.0 | 4.5 | 13.8 | 16.5 | 24.9 | 22.7 | 18.7 | 16.8 | 8.1 | 7.4 |
| Ponce | 43.1 | 40.6 | 6.6 | 6.0 | 15.3 | 14.8 | 36.5 | 34.6 | 26.1 | 24.6 | 8.6 | 8.0 |
| San Juan | 235.1 | 229.1 | 14.7 | 16.2 | 6.3 | 7.1 | 220.4 | 212.9 | 183.7 | 176.6 | 29.2 | 28.4 |

# Work Force, Unemployment, and Employment in 150 Major Labor Market Areas

JANUARY 1964 AND JANUARY 1963

| STATE AND AREA | WORK FORCE | | UNEMPLOYMENT | | | | EMPLOYMENT | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Number | | Number | | Rate 1/ | | TOTAL 2/ | | Nonagricultural Wage and Salary | | | |
| | | | | | | | Number | | Total | | Manufacturing | |
| | Jan. P/ 1964 | Jan. 1963 | Jan. P/ 1964 | Jan. 1963 | Jan. P/ 1964 | Jan. 1963 | Jan. P/ 1964 | Jan. 1963 | Jan. P/ 1964 | Jan. 1963 | Jan. P/ 1964 | Jan. 1963 |
| | (IN THOUSANDS) | | | | | | (IN THOUSANDS) | | | | | |
| Rhode Island | | | | | | | | | | | | |
| **Providence-Pawtucket | 363.2 | 359.3 | 30.6 | 31.1 | 8.4 | 8.7 | 332.6 | 328.2 | 299.4 | 294.9 | 127.8 | 127.1 |
| South Carolina | | | | | | | | | | | | |
| *Charleston | 79.4 | 78.0 | 3.5 | 3.5 | 4.4 | 4.5 | 75.9 | 74.5 | 61.2 | 59.3 | 10.0 | 9.5 |
| *Greenville 4/ | 114.2 | 114.5 | 5.8 | 5.9 | 5.1 | 5.2 | 108.4 | 108.6 | 90.8 | 90.4 | 45.4 | 45.3 |
| Tennessee | | | | | | | | | | | | |
| *Chattanooga | 122.0 | 118.8 | 9.4 | 10.0 | 7.7 | 8.4 | 112.6 | 108.8 | 95.7 | 91.7 | 40.1 | 37.7 |
| *Knoxville | 148.0 | 145.1 | 7.4 | 8.3 | 5.0 | 5.7 | 140.6 | 136.8 | 119.5 | 116.2 | 42.0 | 41.6 |
| *Memphis | 269.3 | 264.0 | 13.2 | 13.8 | 4.9 | 5.2 | 256.1 | 250.2 | 206.9 | 201.4 | 46.5 | 45.0 |
| *Nashville 4/ | 209.3 | NA | 9.8 | NA | 4.7 | NA | 199.5 | 193.5 | 166.2 | 160.7 | 49.9 | 47.1 |
| Texas | | | | | | | | | | | | |
| Austin | 93.7 | 90.5 | 3.6 | 3.4 | 3.8 | 3.7 | 90.1 | 87.1 | 73.7 | 70.7 | 5.7 | 5.5 |
| Beaumont-Port Arthur | 119.3 | 118.3 | 8.1 | 9.7 | 6.8 | 8.2 | 111.2 | 108.6 | 95.8 | 93.4 | 35.4 | 34.6 |
| Corpus Christi | 74.9 | 74.1 | 3.9 | 4.0 | 5.2 | 5.3 | 71.0 | 70.1 | 58.8 | 58.1 | 8.5 | 8.7 |
| *Dallas | 524.1 | 504.4 | 21.3 | 21.6 | 4.1 | 4.3 | 502.8 | 482.8 | 442.7 | 424.0 | 110.1 | 104.0 |
| El Paso | 100.0 | 99.6 | 5.7 | 5.8 | 5.7 | 5.8 | 94.3 | 93.8 | 81.0 | 80.9 | 15.3 | 14.4 |
| *Fort Worth | 240.2 | 232.0 | 11.4 | 12.8 | 4.7 | 5.5 | 228.8 | 219.2 | 190.9 | 182.3 | 54.7 | 49.0 |
| *Houston | 600.4 | 583.8 | 26.4 | 32.7 | 4.4 | 5.6 | 574.0 | 551.1 | 492.1 | 464.1 | 93.9 | 91.7 |
| *San Antonio | 230.4 | 227.5 | 12.0 | 13.2 | 5.2 | 5.8 | 218.4 | 214.3 | 187.1 | 183.1 | 23.9 | 23.2 |
| Utah | | | | | | | | | | | | |
| *Salt Lake City | 187.3 | 184.6 | 8.9 | 8.8 | 4.8 | 4.8 | 178.4 | 175.8 | 154.9 | 151.5 | 28.9 | 29.2 |
| Virginia | | | | | | | | | | | | |
| Newport News-Hampton | 90.2 | 86.1 | 3.0 | 2.7 | 3.3 | 3.1 | 87.2 | 83.4 | 76.9 | 72.9 | 24.2 | 24.7 |
| **Norfolk-Portsmouth | 190.3 | 185.8 | 6.5 | 6.9 | 3.4 | 3.7 | 183.8 | 178.9 | 158.1 | 153.0 | 16.5 | 15.8 |
| **Richmond | 214.0 | 206.5 | 5.4 | 5.5 | 2.5 | 2.7 | 208.6 | 201.0 | 183.7 | 176.7 | 45.8 | 44.2 |
| **Roanoke | 73.2 | 71.5 | 2.7 | 2.8 | 3.7 | 3.9 | 70.5 | 68.7 | 61.6 | 60.0 | 14.6 | 14.3 |
| Washington | | | | | | | | | | | | |
| *Seattle | 485.7 | 488.3 | 39.9 | 32.8 | 8.2 | 6.7 | 445.8 | 455.5 | 387.3 | 396.2 | 110.5 | 124.2 |
| *Spokane | 94.0 | 94.0 | 7.5 | 8.5 | 8.0 | 9.0 | 86.5 | 85.5 | 71.9 | 71.2 | 11.9 | 11.8 |
| *Tacoma | 101.4 | 99.8 | 8.4 | 7.0 | 8.3 | 7.0 | 93.0 | 92.8 | 77.9 | 77.6 | 16.6 | 16.3 |
| West Virginia | | | | | | | | | | | | |
| *Charleston | 93.3 | 93.0 | 7.7 | 8.3 | 8.2 | 8.9 | 85.6 | 84.7 | 76.0 | 74.9 | 22.8 | 21.5 |
| *Huntington-Ashland | 90.7 | 88.6 | 10.7 | 11.6 | 11.8 | 13.1 | 80.0 | 77.0 | 68.2 | 64.8 | 23.7 | 22.0 |
| *Wheeling | 66.7 | 68.0 | 7.8 | 10.3 | 11.6 | 15.2 | 58.9 | 57.7 | 49.0 | 47.8 | 15.1 | 14.8 |
| Wisconsin | | | | | | | | | | | | |
| *Kenosha | 43.5 | 42.5 | 1.6 | 1.7 | 3.7 | 4.0 | 41.9 | 40.8 | 37.8 | 36.7 | 22.7 | 22.3 |
| *Madison | 103.9 | 100.3 | 3.7 | 4.2 | 3.6 | 4.2 | 100.2 | 96.1 | 85.8 | 82.0 | 13.5 | 13.3 |
| *Milwaukee | 530.2 | 526.3 | 24.8 | 25.3 | 4.7 | 4.8 | 505.4 | 501.0 | 463.7 | 459.3 | 191.5 | 191.9 |
| *Racine | 54.8 | 52.7 | 2.5 | 2.6 | 4.6 | 4.9 | 52.3 | 50.1 | 45.9 | 43.9 | 22.2 | 21.5 |

NOTES:

* Nonagricultural wage and salary employment statistics for these areas have been developed entirely or in part under the current employment statistics program operated jointly by State employment security agencies, the Bureau of Employment Security, and the Bureau of Labor Statistics.

** Nonagricultural wage and salary employment statistics for these areas have been developed entirely or in part under the BLS employment statistics program jointly with an agency other than the State employment security agency.

P/ Data for January 1964 are preliminary.

1/ Unemployment Rate--Unemployment as a percent of work force. Unemployment rates shown are not seasonally adjusted.

2/ Includes persons involved in labor-management disputes.

3/ Work force, employment, and unemployment data include Cuban refugees.

4/ Change of area definition.

## Table 5.- MDTA Institutional Training Program, by State, Through 1963 1/

| State | Approved 2/ | | Trainees | | Percent employed of completions | Percent ES placements of employed | Percent terminated of enrolled |
|---|---|---|---|---|---|---|---|
| | Projects | Trainees | Enrolled 3/ | Completed | | | |
| Total | 2,595 | 118,176 | 78,056 | 27,459 | 70.1 | 72.6 | 23.8 |
| Alabama | 26 | 1,264 | 914 | 387 | 59.4 | 71.7 | 14.9 |
| Alaska | 9 | 377 | 164 | 45 | 88.9 | 85.0 | 10.0 |
| Arizona | 15 | 720 | 594 | 156 | 88.5 | 86.2 | 25.0 |
| Arkansas | 37 | 964 | 801 | 118 | 69.5 | 54.9 | 38.2 |
| California | 203 | 10,165 | 7,176 | 3,072 | 68.7 | 67.2 | 20.3 |
| Colorado | 21 | 457 | 403 | 85 | 77.6 | 43.9 | 19.0 |
| Connecticut | 88 | 6,459 | 2,847 | 1,775 | 80.6 | 79.2 | 23.6 |
| Delaware | 5 | 159 | 92 | 21 | 100.0 | 85.7 | 34.4 |
| District of Columbia | 16 | 1,110 | 834 | 238 | 34.5 | 65.9 | 13.8 |
| Florida | 37 | 2,010 | 1,142 | 350 | 62.3 | 69.7 | 18.8 |
| Georgia | 24 | 701 | 467 | 61 | 86.9 | 73.6 | 25.6 |
| Hawaii | 11 | 410 | 276 | 194 | 86.1 | 97.0 | 11.0 |
| Idaho | 10 | 202 | 221 | 27 | 77.8 | 85.7 | 27.0 |
| Illinois | 118 | 7,619 | 7,012 | 2,239 | 64.7 | 84.0 | 31.0 |
| Indiana | 60 | 2,768 | 1,431 | 437 | 65.0 | 68.7 | 24.5 |
| Iowa | 37 | 1,041 | 742 | 189 | 78.8 | 85.9 | 15.2 |
| Kansas | 36 | 1,202 | 773 | 193 | 69.9 | 76.3 | 24.6 |
| Kentucky | 72 | 5,294 | 2,096 | 370 | 71.9 | 77.8 | 21.6 |
| Louisiana | - | - | - | - | - | - | - |
| Maine | 54 | 1,598 | 1,141 | 701 | 80.5 | 99.3 | 15.7 |
| Maryland | 16 | 743 | 483 | 164 | 59.8 | 76.5 | 39.7 |
| Massachusetts | 122 | 3,108 | 2,630 | 618 | 75.4 | 67.2 | 29.7 |
| Michigan | 109 | 4,673 | 3,719 | 1,587 | 80.7 | 72.1 | 15.6 |
| Minnesota | 45 | 1,086 | 972 | 275 | 73.8 | 76.8 | 30.5 |
| Mississippi | 4 | 110 | 75 | 52 | 84.6 | 70.4 | 30.7 |
| Missouri | 103 | 4,323 | 3,221 | 954 | 72.0 | 75.7 | 22.0 |
| Montana | 28 | 602 | 412 | 166 | 92.7 | 89.5 | 8.8 |
| Nebraska | 27 | 876 | 471 | 72 | 80.5 | 79.3 | 33.9 |
| Nevada | 27 | 870 | 602 | 209 | 75.6 | 87.9 | 25.6 |
| New Hampshire | 22 | 1,119 | 703 | 440 | 81.4 | 90.2 | 16.2 |
| New Jersey | 91 | 3,518 | 2,215 | 757 | 64.2 | 69.3 | 24.1 |
| New Mexico | 17 | 690 | 600 | 278 | 88.1 | 70.2 | 17.1 |
| New York | 138 | 9,533 | 6,169 | 2,054 | 61.0 | 71.4 | 22.9 |
| North Carolina | 62 | 1,735 | 1,193 | 286 | 94.7 | 92.2 | 14.6 |
| North Dakota | 34 | 399 | 346 | 58 | 69.0 | 77.5 | 20.5 |
| Ohio | 131 | 4,617 | 3,126 | 1,228 | 68.5 | 63.8 | 18.9 |
| Oklahoma | 42 | 1,704 | 1,467 | 620 | 76.4 | 51.7 | 27.2 |
| Oregon | 21 | 813 | 758 | 204 | 86.3 | 86.9 | 9.3 |
| Pennsylvania 4/ | 162 | 7,470 | 5,708 | 1,852 | 63.7 | 53.9 | 36.4 |
| Puerto Rico | 124 | 2,426 | 2,262 | 854 | 54.0 | 64.8 | 20.1 |
| Rhode Island | 26 | 634 | 484 | 98 | 71.4 | 61.4 | 31.5 |
| South Carolina | 19 | 5,496 | 440 | 206 | 85.4 | 62.5 | 28.0 |
| South Dakota | 7 | 212 | 105 | 8 | 62.5 | - | 50.0 |
| Tennessee | 55 | 2,000 | 1,541 | 307 | 75.5 | 61.2 | 36.8 |
| Texas | 80 | 3,158 | 2,760 | 807 | 75.3 | 58.9 | 18.9 |
| Utah | 22 | 701 | 687 | 209 | 57.4 | 23.3 | 22.0 |
| Vermont | 16 | 510 | 308 | 65 | 67.7 | 84.1 | 28.6 |
| Virginia | 35 | 2,098 | 1,125 | 445 | 68.8 | 62.4 | 22.0 |
| Virgin Islands | 14 | 295 | 20 | - | - | - | - |
| Washington | 35 | 3,203 | 2,283 | 1,381 | 62.7 | 87.0 | 17.6 |
| West Virginia | 33 | 3,279 | 616 | 159 | 64.2 | 93.1 | 26.0 |
| Wisconsin | 42 | 1,438 | 1,252 | 349 | 77.9 | 84.9 | 29.2 |
| Wyoming | 7 | 217 | 177 | 39 | 71.8 | 75.0 | 18.7 |

1/ Completions, employment, placement, and termination data cover courses completed through 12-31-63; data include 1,067 persons leaving training to take training-related jobs prior to conclusion of courses.

2/ As of March 1, 1964.

3/ Preliminary, as of March 1, 1964.

4/ Includes estimate for terminations to obtain training-related jobs.

Source: State employment security agencies.

## Table 6.-Trainee Characteristics, MDTA Institutional Projects Begun 1963

| Characteristic | Total | | Male | | Female | | White | | Nonwhite | | Color not obtained |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Number | Percent | Number | Percent | Number | Percent | Number | Percent | Number | Percent | Number |
| Family status | 40,684 | 100.0 | 23,821 | 100.0 | 16,863 | 100.0 | 28,921 | 100.0 | 9,191 | 100.0 | 2,572 |
| Head of household | 22,743 | 55.9 | 16,639 | 69.9 | 6,104 | 36.2 | 15,912 | 55.0 | 5,331 | 58.0 | 1,500 |
| Other | 17,837 | 43.8 | 7,121 | 29.9 | 10,716 | 63.5 | 12,934 | 44.7 | 3,835 | 41.7 | 1,068 |
| Not reported | 104 | 0.3 | 61 | 0.2 | 43 | 0.3 | 75 | 0.3 | 25 | 0.3 | 4 |
| Age | 40,684 | 100.0 | 23,821 | 100.0 | 16,863 | 100.0 | 28,921 | 100.0 | 9,191 | 100.0 | 2,572 |
| Under 19 years | 3,503 | 8.6 | 1,808 | 7.6 | 1,695 | 10.1 | 2,747 | 9.5 | 464 | 5.1 | 292 |
| 19-21 | 8,469 | 20.8 | 5,360 | 22.5 | 3,109 | 18.4 | 5,895 | 20.4 | 2,042 | 22.2 | 532 |
| 22-34 | 16,893 | 41.5 | 11,059 | 46.4 | 5,834 | 34.6 | 10,837 | 37.5 | 4,873 | 53.0 | 1,183 |
| 35-44 | 7,660 | 18.8 | 3,707 | 15.6 | 3,953 | 23.4 | 5,802 | 20.1 | 1,485 | 16.2 | 373 |
| 45 and over | 4,159 | 10.3 | 1,887 | 7.9 | 2,272 | 13.5 | 3,640 | 12.5 | 327 | 3.5 | 192 |
| Education | 40,684 | 100.0 | 23,821 | 100.0 | 16,863 | 100.0 | 28,921 | 100.0 | 9,191 | 100.0 | 2,572 |
| Less than 8th grade | 1,106 | 2.7 | 831 | 3.5 | 275 | 1.6 | 757 | 2.6 | 215 | 2.3 | 134 |
| 8th | 2,685 | 6.6 | 1,926 | 8.1 | 759 | 4.5 | 2,190 | 7.6 | 330 | 3.6 | 165 |
| 9th-11th | 12,066 | 29.7 | 7,499 | 31.5 | 4,567 | 27.1 | 8,113 | 28.1 | 3,056 | 33.3 | 897 |
| 12th | 20,807 | 51.1 | 11,400 | 47.8 | 9,407 | 55.8 | 15,162 | 52.4 | 4,489 | 48,8 | 1,156 |
| Over 12th | 3,974 | 9.8 | 2,141 | 9.0 | 1,833 | 10.9 | 2,669 | 9.2 | 1,089 | 11.9 | 216 |
| Not reported | 46 | 0.1 | 24 | 0.1 | 22 | 0.1 | 30 | 0.1 | 12 | 0.1 | 4 |
| Gainful employment | 40,684 | 100.0 | 23,821 | 100.0 | 16,863 | 100.0 | 28,921 | 100.0 | 9,191 | 100.0 | 2,572 |
| Under 3 years | 11,025 | 27.1 | 4,643 | 19.5 | 6,382 | 37.8 | 7,591 | 26.2 | 2,674 | 29.1 | 760 |
| 3-9 | 18,372 | 45.2 | 11,086 | 46.5 | 7,286 | 43.2 | 12,776 | 44.2 | 4,350 | 47.3 | 1,246 |
| 10 or more | 11,141 | 27.4 | 8,039 | 33.8 | 3,102 | 18.4 | 8,462 | 29.3 | 2,121 | 23.1 | 558 |
| Not reported | 146 | 0.3 | 53 | 0.2 | 93 | 0.6 | 92 | 0.3 | 46 | 0.5 | 8 |
| Employment status | 40,684 | 100.0 | 23,821 | 100.0 | 16,863 | 100.0 | 28,921 | 100.0 | 9,191 | 100.0 | 2,572 |
| Unemployed | 36,373 | 89.4 | 20,873 | 87.6 | 15,500 | 91.9 | 25,785 | 89.2 | 8,285 | 90.1 | 2,303 |
| Under 5 weeks | 9,895 | 24.3 | 6,483 | 27.2 | 3,412 | 20.2 | 7,508 | 26.0 | 1,816 | 19.7 | 571 |
| 5-14 | 9,183 | 22.6 | 6,282 | 26.4 | 2,901 | 17.2 | 6,677 | 23.1 | 1,921 | 20.9 | 585 |
| 15-26 | 5,653 | 13.9 | 3,655 | 15.3 | 1,998 | 11.9 | 3,957 | 13.7 | 1,333 | 14.5 | 363 |
| 27-52 | 4,630 | 11.4 | 2,556 | 10.7 | 2,074 | 12.3 | 3,072 | 10.6 | 1,258 | 13.7 | 300 |
| Over 52 | 7,012 | 17.2 | 1,897 | 8.0 | 5,115 | 30.3 | 4,571 | 15.8 | 1,957 | 21.3 | 484 |
| Other 1/ | 4,311 | 10.6 | 2,948 | 12.4 | 1,363 | 8.1 | 3,136 | 10.8 | 906 | 9.9 | 269 |

1/ Includes persons (a) who were family farmworkers, (b) underemployed, or (c) whose employment status was not reported.



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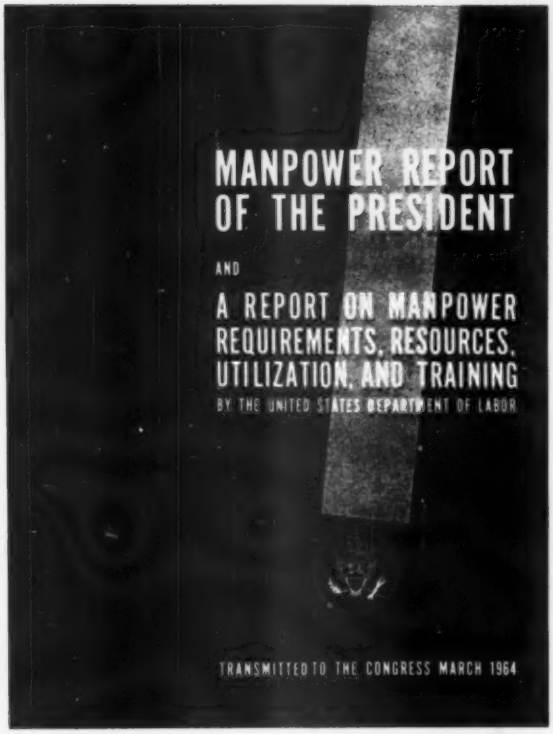
MANPOWER REPORT OF THE PRESIDENT
AND
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BY THE UNITED STATES DEPARTMENT OF LABOR
TRANSMITTED TO THE CONGRESS MARCH 1964

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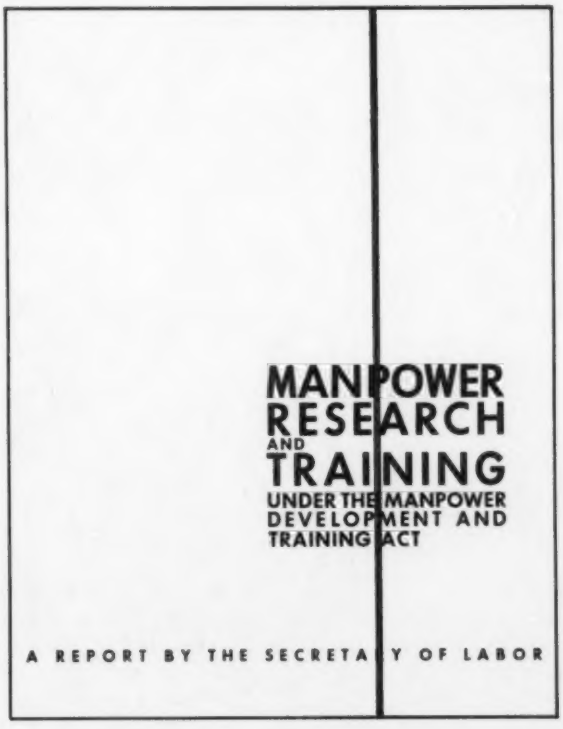

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